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ABSTRACT

This publication contains reports, papers, and presentations from the International Seminar on Research in Adult Education and Development. The keynote address, The Role (Past, Present, and Future) of Adult Education in Development, reviews the five-year Design for Action from the 1976 International Conference on Adult Education and Development. The report of the research seminar contains these sections: key issues raised, summaries of ten papers and presentations (panels and consortium), and research needs. Titles include (1) Adult Learning--The Study Circle as Method, (2) The Role of Research in Adult Education Activities, (3) Recruitment to Adult Education--Research and Outreaching Activities, (4) Evaluation Plan for the National Adult Education Program in India, and (5) Issues in Participatory Research. The report of the second seminar contains these materials: observation, questions, and issues; strategies and recommendations; six national case studies; and reports on three international and four national development aid agencies. The case studies of adult education in practice describe literacy and health in Kenya, rural development in Honduras and Haiti, integrated child development services in India, women's participation in development in Nigeria, and Tanzania's Folk Development Colleges. (YLB)

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RESEARCH IN ADULT EDUCATION

ADULT EDUCATION AND DEVELOPMENT

Report on the International Seminars
held at the

NORDIC FOLK ACADEMY
Kungälv, Sweden
June 25-27, 1979

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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Swedish National Federation of Adult Education Associations

- and -

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INTRODUCTION

> *Criticism of old-established systems is still required, wholesale change of spirit cannot be effected as easily as the reconditionong of a factory with new machinery.*
>
> Introduction to the report on the First World Conference on Adult Education, 1929
>
> *Education for liberation is also education for cooperation.*
>
> J. K. Nyerere
> The Declaration of Dar es Salaam, 1976

In cooperation with the International Council for Adult Education, the two seminars were organized through the leadership of the Swedish National Federation of Adult Education Associations (Folkbildningsförbundet) and the Swedish International Development Authority, and with the support and financial assistance of the Ministry of Education, National Board of Education, Council of Swedish Universities, and the Swedish Institute.

The seminars, held at the Nordic Folk Academy, Kungälv, Sweden, were part of a series of meetings, seminars and visits held in the Nordic region associated with the ICAE's General Assembly, Hanasaari, Finland, June 18-19.

The seminars had two central purposes:

- To underscore the centrality of adult education to the process of development;
- To reinforce and stimulate the implementation and sharing of research in adult education.

As the reports which follow will substantiate, these two purposes were well served. Persons from over 30 countries--representing the East and West, as well as the North and South--were present to set in motion plans and strategies which are now being followed up.

There was an unintended outcome of these seminars as well. The seminars, taking advantage of the Scandinavian setting with the Nordic Folk Academy--itself a product of cooperation in adult education--served as reminders to us of the origins of adult education. Adult education in the Nordic countries, as elsewhere, grew out of the social movements of people struggling to be paid fair wages, to have the vote, to have schools, to have freedom of religion and to be able to have more control in their own lives.

The discussions in the seminars on development and research kept coming back to quite fundamental issues:

- development for the "last man"
- research which makes a direct improvement in people's lives
- education and health for all, not the wealthy few
- increasing the voices of those left out--women, immigrants, minorities

There was consensus by the last day that if adult education was to play its central role to the fullest, it must be directly and intimately linked to the struggle to solve critical social issues. The future is formed at least in part in our origins. It is strengthened and given new impetus through the linking of person to person, institution to institution, culture to culture, and nation to nation.

ACKNOWLEDGEMENTS

The International Council for Adult Education would like to thank those who helped make the seminars possible and successful.

Special thanks to:

- The staff of the Nordic Folk Academy, especially:

  Maj-Britt Imnander, Rector
  Mirjam Holm, Secretary
  Kim Mørch-Jacobsen, Research Officer

- The Swedish National Federation of Adult Education Associations, especially:

  Ralph Uddman
  Peter Engberg

- Swedish International Development Authority, especially:

  Olle Österling
  Signe Dreijer

- Council of Swedish Universities, especially:

  Peter Hammarberg

- Board of Education, especially:

  Bo Göthberg

- Swedish Union of Folk High School Principals and Teachers, especially:

  Hans Hovenberg

- National Finnish Union of Civic and Workers' Institutes, especially:

  Anneli Bauters

- Staff of the ICAE who contributed to the seminars and the report:

  Per Stensland
  J. Roby Kidd
  Margaret Gayfer
  Jacqueline Sullivan

Budd L. Hall
Secretary-General
International Council for Adult Education

KEYNOTE ADDRESS

THE ROLE (PAST, PRESENT AND FUTURE) OF ADULT EDUCATION IN DEVELOPMENT

Malcolm Adiseshiah, Past-President,
International Council for Adult Education

- and -

Chairman, Madras Institute for Development Studies,
Madras, India

For the plenary session of the two Seminars, Dr. Adiseshiah reviewed the five-year Design for Action that resulted from the International Conference on Adult Education and Development held by the International Council for Adult Education in 1976 in Dar es Salaam, Tanzania. In the context of global development issues, Dr. Adiseshiah took a 'balance sheet' approach to an examination of what has happened in the three years since the Dar Conference and of what lies ahead for adult education in the Third Development Decade.*

* * * * *

INTRODUCTION

The Design for Action, arrived at by deliberations of some 500 adult educationists from 80 countries at the Dar es Salaam Conference, concludes with the decision that regional and international meetings would be called before 1980 to appraise its implementation and to plan for future action. Accordingly, with the assistance and support of our Swedish colleagues, it has been possible to organize these two international Seminars as a 'perspective on Dar es Salaam' and an examination of directions and priorities for the future role of adult education in development.

---

* The report of the International Conference on Adult Education and Development, including the Design for Action, and the Declaration of Dar es Salaam (by Julius K. Nyerere, President of Tanzania), is published in Vol. IX, No. 4, of Convergence, the ICAE journal.

A selection of 24 Conference papers, and the Design and the Declaration, has been published in book form by Pergamon Press. It is edited by J. Roby Kidd and Budd L. Hall and entitled Adult Learning: A Design for Action.

DECISIONS TAKEN AT DAR ES SALAAM

We start with an examination of the four sets of decisions that were made at the Dar Conference.

1) The first decision was to redefine development in terms of Man, the whole of Man; what India has defined into the new concept of Antyodya, the Last Man. Development is what happens to the Last Man.

2) Secondly, we agreed that this human-centred redefinition meant reducing the growing international and international inequalities and achieving the objectives of balanced, integrated development: 'social, economic and political justice that leads to the liberation of Mankind', in the words of the Design for Action.

3) Following from the second decision is the commitment to push forward on the New International Economic Order with its multi-point agenda covering food security, expansion and multi-lateralization of trade, the building of buffer stocks in eleven key commodities as a means of ensuring stable incomes to countries and people, the attainment by the developing countries of the 20-per-cent target of world industrial production by 2000, the achievement of the official development assistance aid target of 0.7 per cent and debt rescheduling and international monetary liquidity.

Parallel at the national level, the basic needs strategy was adopted involving the attainment of minimum income, employment generation, water and housing, health and education restructuration, and the launching of a program of redistributive justice which will make available to the mass of people the quality of life which is their due. As a complementary counterpart, is attention to the ills of affluence. These issues revolve around environmental degredation, use and misuse of science and technology, sharing the riches of the seas, and curbing the runaway armament expenditures that now surpass $250 billion.

4) These commitments made at the Dar Conference in terms of the grand objective and international and national consequences, brought about a series of decisions regarding the role of adult education in development:

- the recognition of the centrality of education, particularly adult and continuing education, to all of development;
- the integration of adult education into the educational system, which in turn must be integrated into national development plans;
- the developing of the integral and interdisciplinary nature of education in place of the former unidisciplinary and mono-disciplinary nature of education;
- the growth of decentralized adult education structures as against the centralized hierarchies that characterize education;
- the building in of participatory adult education methodologies instead of those oriented to elite leadership;
- the conception of education as a continuum that conserved democratic values and pluralistic cultures instead of education that is limited by time, space, and age and marked by political and cultural irrelevance;
- the recognition of the revolutionary potential of adult education as a purveyor of social change and a promoter of social justice, alongside of its concern to nurture the best of traditional and cultural values.

THE BALANCE SHEET

Three years have elapsed since these decisions were made at Dar es Salaam. What has been accomplished and what has not been accomplished as we near the end of the Second Development Decade? For this review I have attempted to make a balance sheet of pluses and minuses.

The Plus Points

Internationally, we have recorded substantial achievements in world food security with the security information network, world food stocks and the setting up of the International Fund for Agricultural Development. We have made a start with agreement on the buffer stocking of five commodities. We have had the third replenishment of International Development Assistance, the agreement of International Monetary Fund gold sales, and the creation of a fund for meeting the balance of payments problems of the poor countries. We have the growth of the United Nations Development Programme as a major multilateral pre-investment instrument, and the emergence of OPEC as a spectacular official development assistance contributor with 3 per cent of Gross National Product.

We have agreement in principle on a compensatory mechanism in relation to the 'brain drain' phenomenon. Increasing attention is being made to what is called 'the reverse transfer of technology', with emphasis on methodologies for measuring the value of human capital transferred and on identifying and exploring avenues for co-operation among developing countries themselves in the exchange of skills.

We can cite as well a number of positive developments, including the international endorsation of the UNESCO Recommendation on the Development of Adult Education as a policy guideline and yardstick; the World Bank's 1979 Education Sector Policy Paper and its directive that education must be considered not only as a 'sector' of development, but as a pervasive element to be integrated into all development efforts; the Declaration on Primary Health Care, and the implications for adult education, of the 1978 International Conference held by UNICEF and WHO; the Buenos Aires 1978 Plan of Action on Technical Cooperation Among Developing Countries; the firm growth of the International Council for Adult Education's national and regional infrastructure, and research and training programs.

Nationally, the achievements include the following: planning in terms of basic human needs, employment-generation, and redistributive justice; the replacement of linear expansion in education by more attention to movements for reform and innovation; the priority to primary and adult education given by India and Kenya, for example, in addition to Tanzania; the growing interaction between formal and non-formal education and between the development departments and sectors; the increasing response of adult education to the new and emerging needs of workers and workers' movements, and to the participation of women in development and social change.

The Minus Marks

The three years since the Dar es Salaam Conference have also recorded serious setbacks and the awareness that international gains are token and that national advances are still verbal.

Internationally, the New International Economic Order is still a partially supported slogan rather than a committed international program; the gap between the industrialized and developing countries is still

growing. The complete deadlock at the 1979 UN Conference on Trade & Development (UNCTAD V) in Manila has sharpened the North-South conflict to a crisis level. The Tokyo Round met a stalemate on the Multilateral Trade Agreement: the developing countries supply only one per cent of the manufactures consumed by the OECD countries but their trade deficit with OECD countries amounted to $18 billion in 1977. There are deadlocks on the fulfillment of the Official Development aid target, on debt rescheduling, on technology transfer, on international monetary reform, and on restructuring the international economy generally. To these must be added the lack of progress after four rounds in the United Nations Law of the Seas Conference, and the growing arms expenditure. The Stockholm Institute studies call attention to the annual arms trade today of $20 billion and of the increased arms spending of the developing countries, which has spurted from three per cent of total world arms spending in 1955 to 18 per cent in 1977--three times more than the Official Development Assistance they receive.

Nationally, the World Bank Atlas tells us that the majority of people in developing countries still live in poverty, which is a function of growing inequality. The educational system is still mainly formal, essentially centralized and disturbingly elitist. Adult education is still to be integrated into the education system and in national development plans. An unbridged gap still divides scientists and society, thinkers and doers, the normative and positive, and the analyzed and unanalyzed categories of thought and action programs.

FUTURE FOR ADULT EDUCATION

What then of the future of the role of adult education development in the Third Development Decade? My answer is this: let us return to the decisions made at Dar es Salaam and in the Design for Action and continue our work in turning those decisions into acts. For adult education, this would mean that,

- the themes of adult education in the Third Development Decade are the issues that beset the human condition today: peace, poverty, pollution, population; and the immediate and perceived problems of individuals and groups whether they are in rural India or industrialized Gothenberg or are

discriminated-against women or workers displaced from jobs as the result of the new kinds of division of labour;

- the methods of adult education are nonformal and this includes its interdisciplinary, interdepartmental nature; in this sense, all of education should be nonformal for this is the only way to ensure that adult education deals with real life themes;
- one of the most urgently needed methods is research, which has lagged so far behind the research built up in formal education; its inventory includes areas about which we know little or nothing, such as what makes for political commitment, the frightening demographic dimension, the various necessary but baffling linkages between motivation, the potential for awareness, the methods, methodologies, and monitoring and evaluation demands;
- all of these call for research which, at the vertical level (from bottom up), has to be participatory; which, at the horizontal level, has to be spreading out in ever-widening circles and covering cross-disciplinary and sectoral research; and which, at the circular level, has to be feeding back into plans, projects, and programs;
- studies are needed in the communication area, covering the traditional mass media as well as the new perspectives for adult education opened up by satellite communication;
- we face the task of involving politicians and political leaders in the adult education movement because we recognize that development is a political process and that the role of education in development begins with and is decided by political commitment.

ACTION PROPOSALS

Parallel to the emergence of the International Council for Adult Education as the catalytic agent of international adult education, are two further action proposals.

1. Each country should establish, develop and strengthen the national structures of adult education that we agreed upon at Dar es Salaam: governmental, para-governmental, and non-governmental. As the Design for Action states:

> The agreement in the UNESCO Recommendation on the Development of Adult Education is that each country should have an appropriate mechanism for bringing together on a regular basis those most responsible for education to determine national commitment, decide on allocation of resources, and design sound policies and coordinated programs for adult education for development.
>
> Such coordinating bodies would involve government departments (such as health, agriculture, economic production, cultural services, education), universities and colleges, organizations concerned with workers, rural development, trade unions, women, the aging, ethnic minorities, managers and professional personnel, broadcasters and publishers.

2. During the Third Development Decade let us consciously build adult education in our countries as a cadre-based movement. By this I mean groups with real strength: cadres committed to the adult education ideology and comprising industrial workers, agricultural labourers, scientists, students, doctors, nurses, engineers, managers and politicians. When we have developed the national structures and have made adult education cadre-based, then and only then will adult education be equal to the challenging task that development opens up to it.

* * * * *

INTERNATIONAL SEMINAR ON RESEARCH IN ADULT EDUCATION

The purpose of the research seminar was threefold:

- to share research ideas and results of on-going or completed research;
- to identify priority topics for future research;
- to consider ways in which the more systematic and applied sharing of research results can be accomplished.

In order to do this 37 persons from 20 countries met at Kungälv, Sweden for three days. This meeting was a followup to the research working group which met in Dar es Salaam in 1976 as part of the International Conference on Adult Education and Development.

The Kungälv sessions were the most representative held to date on the subject and demonstrated the growing scope and importance of research in adult education.

The report of the research seminar is organized under the following headings:

1) Organization of the Seminar
2) Key Issues Raised
3) List of Papers and Presentations
4) Summaries of Papers and Presentations
5) Research Needs
6) Participants List

1. The Organization of the Seminar

Swedish leader: (June 25-26)	Bo Göthberg National Swedish Board of Education
Swedish leader: (June 27)	Hans Hovenberg Swedish Union of Folk High School Principals and Teachers
ICAE leader:	Budd Hall International Council for Adult Education
Representative of the National Swedish Federation of Adult Educational Associations:	Peter Engberg
Representative of the Nordic Folk Academy:	Kim Mørch-Jacobsen

Rapporteurs:

Final report and plenary sessions:	International Council for Adult Education (ICAE)

Groupwork

Group a)	Anneli Bauters National Finnish Union of Civic and Workers' Institutes (KTOL)
Group b)	Kim Mørch-Jacobsen (see above)

2. Key Issues Raised

From the quite varied papers presented, a number of issues were either new or of special interest to the group. Some of these points included the following:

- more attention in research needs to be paid to the structural aspects of the way in which adult education works within society. This area is needed to support the already on-going work in methodology and individual learning;
- conscientization, or consciousness raising presents particular challenges to researchers and evaluators in terms of definition and analysis of effect;
- an important additional function for research can be its potential role as a bridge between the problems and knowledge of the community and the universities. This role requires both a different conception and an enlarged methodology;
- forgotten, marginalized or exploited groups of people in society have shown not only a potential but an ability to create and contribute to the adult education knowledge base;
- a vast amount of valuable already existing research is not being used or even read and discussed because it is not translated and made available to others;
- some form of more systematic sharing of research and pooling of research capacities on an international scale, possibly in the form of a Consortium of institutions, is valued.

3. List of Papers and Presentations

A. Adult Learning -- The Study Circle as a Method : Hallgjerd Brattset, Norway

B. The Role of Research in Adult Education Activities : Lennart Annersten, Sweden

C. Recruitment in Adult Education -- Research and Out-reaching Activities : Kjell Rubenson, Sweden

D. Plans for the Evaluation of the National Adult Education Program in India : Anita Dighe, India

E. Panel on Issues in Participatory Research:

Francisco Vio Grossi, USR, Venezuela
Ted Jackson, Canada
Rajesh Tandon, India
Helen Callaway, U.K.

F. Panel on Research in Latin America:

Paz Buttedahl, ICAE
Hugo Fernandez, IICA
Maria Edy Chonchol, International Research Centre on Environment
Carlos Paldao, OAS

G. An outline of work done in research and studies dealing with the various aspects of Literacy and Adult Education as an integrated part of the National Comprehensive Literacy Campaign in Iraq. : Ayif H. Al-Ani, Iraq

H. The Evaluation of the Literacy Campaign in Great Britain : Arthur Stock, England

I. A Consortium for Adult Education Research : J. Roby Kidd, ICAE

SUMMARIES OF PAPERS AND PRESENTATIONS*

Brief summaries of all the research sessions are presented here.

These summaries are in the order in which the sessions occurred.

* The first three papers can be obtained at cost of duplication and postage from:

The International Council for Adult Education
29 Prince Arthur Avenue
Toronto, Ontario
Canada M5r 1B2

A. Adult Learning -- The Study Circle as Method

Hallgjerd Brattset
Norwegian Institute of Education

The study circle has generally been accepted to have begun in Sweden in 1902 with Olsson's circle in Lund. The tradition goes back further than that, however. The links between popular movements and study circles are clear, and the role of voluntary organizations and popular movements in adult education, while changing, are still very strong.

As an educational form, the study circle has undergone little change since Olsson. A standard definition is "a circle of friends who come together for systematic studies of a subject area or a topic which has been agreed upon in advance."

It is only recently that studies dealing with the study circle as an educational process have been undertaken. This paper discusses two research projects: Bystrom's The Study Circle as a Pedagogical Situation (Sweden), and the author's A Survey of the Experiences from Methods of Planning and Organizing Study Circles (Norway).

Bystrom's study aimed to investigate why study circles developed differently, with special attention on leadership functions. Three main deviations from the 'ideal' study circle were identified.

1) "School Class" with pupils and teacher;
2) "Coffee Party" with emphasis on the cameraderie of the circle instead of the members' studies;
3) "Therapeutical Group" with emphasis on individual mental or social problems, instead of the members' studies.

The position of the circle leader is central to the work and development of the study circle, and the way that he/she functions in various situations influences the work considerably.

> "The task of the leaders is to provide opportunities for all members to be active, to assume responsibility for the activities of the circle... He must also see to it that the studies are related to the situation and needs of the members." (page 6)

Major suggestions of the study deal with the preparation of leaders, and of study materials.

Brattset's study aimed to describe and analyze the methods of planning and organizing study circles in the voluntary organizations, and to develop priorities for research and development concerning methods at the Norwegian Institute of Adult Education.

A major question was the extent to which members have an influence on the decisions on content and methodology within the study circle.

Preliminary findings include the low incidence of members initiating study groups, and differences between attitudes of members, leaders, and local organizers in regards to planning and interpretation of what actually went on in a particular circle. There was more agreement on the preferred method (discussion), but over the course of the circle attitudes changed somewhat.

In general, these tentative findings support Bystrom's conclusions that study circles often develop along lines far from the ideal, and that training and guidance of circle leaders is important.

B. The Role of Research in Adult Education Activities

Lennart Annersten
Uppsala University
Secretariat of Research Information

The paper begins with comments upon research in society, the individual's relationship with research, the search for democratic means of utilizing research in society, and the question of whether research can be made 'democratic'. One way to establish research as a democratic process in society is to include information and performance of research in adult education programs. The paper discusses a five-year project in research information at Uppsala University.

Started in 1973, the pilot project has "partly aimed at finding new ways for a broader contact between research work and adult education organizations...in study circles, public lecturing, exhibitions, publishing, etc."

Adult education in Sweden has emerged from free and independent study organizations to satisfy particular educational needs of specific groups in society. There have been very few attempts at cooperation

between study organizations and universities.

Because of the concern about the widening gap between research and society, a special committee was set up between adult education organizations and the Chancellor's office. The pilot project has accomplished several activities in research information, mostly in cooperation with study organizations and public institutions.

While the project had some definite advantages, there were also several problems.

1) Traditional estrangement between universities and adult education organizations means that a dialogue between the two was difficult to establish.

2) The content of research information is not necessarily useful in its university form to the study organizations, which prefer to start with problems in society, and have these addressed by various researchers and specialists. The intrinsic problems of research are not usually under consideration.

3) Problems of presentation have been encountered as well. The common attitude towards research as a complex, mystified process with little relationship to the real world must be overcome. The pedagogic model used combined lectures and seminars acting as resources for several study circles with different themes. The lack of good popular literature in many fields of research was overcome by developing material to fit the study group. The language barrier between scientists and lay people was found to be small in oral presentations, but larger in written communication.

'Amateur research' has a long history in Sweden. Thus, Sven Linqvist's slogan "Dig Where You Stand" was a natural progression to the investigation of the knowledge gained by ordinary people in living and working, by these people. This kind of research is necessary to improve the conditions of the working classes. This approach has had an impact on labour unions, adult study organizations, and university research. Three types of this kind of research dominate at present: historical, environmental, and employment projects.

C. Recruitment to Adult Education -- Research and Outreaching Activities

Kjell Rubenson
Stockholm Institute of Education

The growing interest in recruitment to adult education is a relatively new phenomenon. A characteristic feature of Nordic adult education is that from an early stage there was a broad, integrated and well organized adult education component associated with large popular movements. Popular adult education must be voluntary, and free from government control. With more and more of the financial burden for these programs being undertaken by society, this independence is threatened.

Emphasis on recruitment is growing not only because of rising state subsidies, but also because the voluntary educational associations have begun to be seen as an integrated part of the adult education sector. This paper looks briefly at Research and Development concerning recruitment, and experience from outreaching activities.

The research can be divided into three main categories: studies aimed at describing participants in a certain type of adult education; studies aimed at comparing participants and non-participants; studies concentrating on the target group (the under-privileged).

Overall recruitment figures demonstrate the important role of the voluntary educational associations. The rapid expansion of association study circles can also be shown.

The paper then presents a paradigm of recruitment in adult education, taking into account micro-level (the individual decision-making process) and macro-level (structural conditions) concerns, as well as the link between the levels. In the paradigm, participation in adult education is regarded as a function of the individual's interpretation of the psychological field (expectancy-valency theory) as it has developed through interaction with structural factors in society.

Several reasons account for the fact that educational level shows the highest correlation with participation in adult education. These include occupation; socialization within the family, school and work-life; and study possibilities.

Both qualitative and quantitative differences in life pattern have been found between those with 'good' and 'bad' (sweat, dirt, and physical exhaustion) working conditions. When factors in the work process limit the scope of personal initiative, it seems to be more difficult for individuals to participate in leisure activities which demand such initiative. A similar phenomenon exists concerning the effect of work with limited opportunities for social contact.

Changes in workers' influence over their work result in changes in participating in decision-making processes, and also influences leisure-time activity. These changes could result in more participation in educational activity.

Participation in adult education programs depends highly on the individual seeing value in education. The range of opportunities available is another important factor.

Trying to interest people in adult education through personal contact (outreach) is not a new idea, but recently several large-scale projects have been carried out in the Nordic countries. The following factors were of interest in the study of outreach programs.

1. Level of Ambition

   The fundamental division is between outreaching activity as a short-term tool for recruitment, and as a long-term tool for helping individuals to make choices. An informative short-term approach is useful in reaching those who are interested in study, but have not yet taken part. A longer term communicative approach is needed to effectively reach those who have not considered study. Structural difficulties make it all but impossible to conduct this kind of comprehensive approach.

   A change has occurred in recent years from the informative to the communicative activity in outreach. Change in emphasis has meant a change in the training of project leaders and study organizers.

2. Where the Outreach Activities Were Carried Out, and By Whom

   Outreach activity in workplaces has been more successful (in terms of numbers recruited) than activity in housing areas. There are several reasons for this. In housing areas, it is not possible to meet everyone. Also, groups outside the labour market (unemployed,

immigrants, handicapped, those working in the home) tend to be harder to recruit.

A fundamental difference is that contact in housing areas is individual, while workplace contact is collective. This is a question of the norms of member and reference groups, which have great influence on the individual. The working group is a strong member group, and attempts are being made to utilize member groups in housing areas, as well.

3. The Coordination Between Different Study Agents

Demands for coordination of information activities concerning adult education have grown stronger in recent years. At the same time, the voluntary educational organizations have been developing distinctive images in relation to one another, and uniting in a dismissive attitude towards education for formal qualifications. This makes cooperation in outreach activities more difficult. Strong central support will be necessary to encourage such cooperation on the local level.

At the moment, outreach contacts tend to be an exchange between the study organizer and the individual contacted; essentially a one-way question-and-answer approach. In order to gain deeper knowledge about the individual's situation, a two-way communication must be developed. Models of the current communication mode, and suggested improvements are included in this part of the paper.

D. Evaluation Plan for the National Adult Education Program (NAEP) in India

Anita Dighe
Directorate of Adult Education
New Delhi, India

NAEP was launched on October 2, 1978, to extend educational facilities to 100 million people in the 15-35 age group by 1983-84. Since the incidence of illiteracy is higher among the members of Scheduled Castes and Scheduled Tribes, priority will likely be given to these groups. The three essential components of NAEP are literacy and numeracy: functional development; and social awareness.

The program is implemented by a network of projects undertaken by government, voluntary organizations, colleges, and universities. In general, the area of a project corresponds to a Community Development Block, with some exceptions. A project will have between 30 and 500 centres, each run by a volunteer instructor. All projects emphasize need-based curriculum and teaching/learning materials.

Monitoring and Evaluation have been designed as in-built processes, to allow for regular feedback and the introduction of necessary corrective action. Main responsibility for Monitoring and Evaluation lies with the Central Government, with the State Governments which are also implementing the projects through a network of agencies.

A series of National and Zonal seminars on monitoring and evaluation were held to develop conceptual, methodological and other guidelines. A conceptual model for evaluation by R.H. Dave was accepted. This five-dimensional model includes:

1. Appraisal of the Environmental Setting (including analysis of historical and current socio-economic, political, educational situations; assessment of needs, priorities, resources, and potential);
2. Evaluation of Inputs (both material and non-material);
3. Evaluation of Processes (both management and pedagogical);
4. Evaluation of Immediate Outcomes (intermediary and learning);
5. Appraisal of Long-Range Effects (on the educational, socio-economic and other domains of development).

Four critical areas for which monitoring was considered necessary were:

1. Financial (release of funds, payment of honoraria, etc.);
2. Administrative (structure for implementation, appointment of personnel, creation of boards and committees, coordination, etc.);
3. Academic/Technical (number of centres, attendance, content, training, etc.).

To facilitate information flow, three levels of reporting (instructor, project, and state) were established.

Internal evaluation will be done by each state, which will develop its own plan. Emphasis will thus vary from state to state. While state representatives favour in-depth interviews, observation and field visits, participatory evaluation methods seems to be more favourable to field workers.

An outside Research Institute was contracted to do an appraisal study of voluntary agencies in Gujarat State. The objectives of this external evaluation were to produce 'audit' data on the adult education centres; to examine the working of the centres vis a vis the objectives of NAEP; to identify the strengths and weaknesses of the centres, and factors related to them; to indicate areas for action.

The report of the Institute was used to strengthen and improve the Gujarat project. Similar appraisals by external agencies will be undertaken in each state twice a year.

E. Issues in Participatory Research

Panel Discussion:	Helen Callaway	(Europe)
	Ted Jackson	(North America)
	Rajesh Tandon	(Asia)
	Francisco Vio Grossi	(Latin America)

Participatory Research (PR) is an attempt to move beyond the limitations of classical social science research. The classical approach fails both in describing the existing social reality, and in helping people to change it. As an alternative, PR attempts to:

1. make research relevant to the social reality, and an educational experience for the "researched";
2. direct research to the needs of the under-privileged in society, and reduce the researcher's control over the process;
3. dislodge the professional's manipulation of subject and methods, and dispel the myth of objectivity and neutrality;
4. restore the processes of knowledge-generation and -utilization to the level of daily experienced problems.

EUROPE

A rich and diverse number of participatory research activities are underway in Europe. Particularly active institutions and areas are found in Sweden (University of Linköping, the "Dig Where You Stand" movement); England (literacy evaluation); Northern Ireland (community work in Belfast, Derry); The Netherlands (decentralized educational planning, women's groups, literacy work); Italy (community-based planning of schools).

NORTH AMERICA

The work in North America has focussed on the use and role of participatory research in:

- Linkages between community and the work place
- Immigrant struggles
- Popular art and media
- Technology and community control
- Development of materialist methodology
- Participation evaluation with popular organizations

Work in the future will focus on:

- Expanded work in the hinterland (critical in energy crisis concerns)
- Expanded programs with women
- Continued theoretical debate
- Training

ASIA

In Asia, PR has been an historical and on-going process. While the label is new, the approach has been used in the field for some time. It is possible that the range of people engaged in PR (from university researchers to village field workers) makes it unlikely that a single, well-defined PR approach would be useful.

This range of users of PR bears examination. There are at least three sets of people (and motivations) using PR in Asia.

1. Those professionally trained in the classical social science approach, who have become frustrated with the irrelevance, monopolistic control, and lack of engagement with ordinary people inherent in the classical approach;
2. The activists and field workers committed to redirecting the processes of development in Asian countries, who see PR as a possible approach leading to decentralized alternative models of development, with the active particiaption of the people;
3. Those at the base, who see research as a learning and educational experience and as a means of social transformation.

The size of rural populations in Asia has resulted in a rural context for PR here. This serves as a highlight of the relevance of PR in development, as well as complementing the more urban contexts for PR in Europe and North America. As well, Asian experience can be useful for future research in other developing areas (and vice versa).

A number of issues have arisen out of the Asian experience with Participatory Research.

1. In its attempt to bring about social transformation, experience in PR demonstrates that it culminates in some form of social action. In the Asian context, PR is becoming identified with the processes of the liberation of people. This association has 'scared off' some professionals and has led to attacks on PR as a model for community development, and not of research;
2. The PR approach, by its commitment to the liberation of the underprivileged, has clear political implications;
3. Because the rural Asian context is largely unorganized, PR efforts in these countries must be simultaneously involved in organization building. In the absence of an organization, research efforts must become monopolistic.
4. The diversity of methodology and entry point for PR experiences in Asia raise questions concerning rigour and guidelines. Rigourous prescriptions for a PR method could lead to the exclusion of field initiated and executed experiences. However, rigour of method is the hallmark of classical social science research. A set of guidelines for evaluating method in PR is needed, but these need not be the same as those prescribed by the classical approach.
5. The style of the researcher or activist has a great effect upon the utility of the PR approach. These are questions about the values of the researcher, and about the behavioural skills of the researcher. Both need close scrutiny as to their congruence with a Participatory Approach to Research.

LATIN AMERICA

Participatory Research in Latin America has a long history growing out of a concern with linking the research process to the process of social change and the elimination of poverty and oppression. It has shared the backgrounds and concerns of:

1. The community development approach: "progress through involving people";
2. Work of Paulo Freire and thematic investigation: "research with the people on cultural themes";
3. Action research and the work of Orlando Fals Borda: "the researched become the researchers";
4. Militant research: "vanguard of the people in the party";
5. People's science: appropriate technologies.

Extensive work is on-going now in the extension of democracy through research. Democracy is seen in both an internal institutional sense as well as in an international and national political sense.

F. LATIN AMERICAN PANEL

Panel discussion: Paz Buttedahl
Hugo Fernandez
Carlos Paldao
Maria Edy Chonchol

PAZ BUTTEDAHL

A panel approach, rather than individual presentations was used because of the tradition of using collective approaches to problem solving in social science research and adult education in Latin America. The Latin American approach to research is action-oriented; done in order to solve immediate problems, rather than pursuing knowledge for knowledge's sake. The most coherent network of educational research in Latin America has been developed by the non-governmental sector: institutes such as the Centre for Educational Studies in Mexico.

Adult education research does not take place per se, but as a component of socio-economic and political development. This multi-disciplinary approach is an important characteristic of research in Latin America. Adult education is perceived as a tool for mobilization and organization, and governments, especially repressive ones, do not want to see it get too strong.

Rather than dealing with 'alien' models of knowledge from the developed world, the Latin American Program of the International Council for Adult Education realizes that it must operate and organize adult education and related activities in terms of the Latin American reality, and with Latin American models. The specific task is to develop a scientific and systematic way to diagnose the needs of adult education in the region, and to develop channels to match those needs with available resources.

HUGO FERNANDEZ

In spite of billions of dollars of investment in Latin America, poverty has persisted, and even grown. It is being realized that poverty does not happen by chance, and that it is not a homogeneous phenomenon. Different reasons for being poor lead to different manifestations of poverty, and this has implications for the solution of poverty. At the beginning of the 80s there are large amounts of money available for rural development in Latin America, but many problems persist, and the power structure makes it difficult to really change things.

There has been only one attempt to apply a global approach to solve the problems of development in Latin America--in Cuba. In this case the thrust was for the removal of poverty, rather than providing more services to alleviate its manifestations. Other actions have just been service improvements with the focus on the poor.

Adult education is crucial to a global approach to the elimination of poverty, and to the development of a more just society. This cannot be done without developing alternate forms of production and the distribution of resources, which cannot be accomplished without a strong educational process involving organization and participation.

The Interamerican Institute for Agrarian Sciences is trying to identify local area development experiences, critical areas of work and of success. It is also looking into the methodological implications of moving from a small area into a large development.

Within the global framework for research, three major areas have been identified:

1. Operational implications of the work;
2. Methodological implications;
3. Technical implications of adult education work for organization and for participation.

There are also class implications, and the matter of identifying the linkages between adult education for participation and building economic organization.

Two major areas have been identified within the partial actions framework. One is the identification of adult education requirements in development services. The second is the instrumental development area; mostly a question of methods and techniques. Another area which is yet to be examined is the role of government.

MARIA EDY CHONCHOL (through Paz Buttedahl)

She was working with landless peasants and their dealings with the big land owners. An organization of peasants (a federation of peasant cooperatives) with 4,000 members was involved in planning socio-economic development. The project was participatory research aimed at programming and change in an action program.

RESPONSES TO QUESTIONS (in brief)

Paz: In the past, adult education has been identified with the remedial aspect of literacy training, but in the last 10 years this has been changing.

Carlos: It is very difficult to understand why illiteracy is increasing after 10 years of literacy campaigns. One answer is that the government has not seen adult education as a political instrument for change, and for combatting underdevelopment. It is seen as a way of preserving the status quo.

Paz: While the opening force was in the rural sector, it is not true that this is the only sector in Latin America where adult education is happening. Workers' education and vocational training is very active, and the unions have had comprehensive educational programs. There is also a movement of popular education.

G. The Role of Research in Literacy and Adult Education in Iraq

Ayif Habib Al-Ani
University of Baghdad

Research is encouraged and assisted by the Government of Iraq and is undertaken by three main groups: 1) The Ministry of Higher Education -- The Foundation of Scientific Research; 2) The Universities; 3) various other ministries and establishments.

The Ministry of Education concentrates on schools and teacher training institutes.

The Colleges of Education emphasize content analysis of text and reading materials, teacher training and in-service training, and teaching methodology.

The Supreme Board for the National Comprehensive Campaign for Compulsory Literacy is investigating texts, training courses, motivation of adult learners, and the impact of adult learning on the economic and social development of the individual, and the community.

ARLO has undertaken research on curriculum and texts for the adult learner, and on the implementation of national literacy campaigns.

H. A Research Consortium

Professor J. Roby Kidd presented a draft outline of the elements of an International Consortium on Research in Adult Education.

The basic idea for a consortium has been endorsed by the ICAE and is currently being developed under the leadership of Dr. Chris Duke, Associate Secretary-General of ICAE and Director of the Centre for Continuing Education, Australian National University, Canberra.

Included here are the notes as originally presented by Prof. Kidd at Kungälv (followed by the comments and discussion generated in group work sessions by the participants) and the subsequent questions for discussion within the adult education community as elaborated by Dr. Duke as part of the followup.

NOTES ON A CONSORTIUM FOR RESEARCH IN ADULT EDUCATION

Purpose and Rationale

Adult education as a special field of study and research is now organized and institutionalized in about 25 countries and within a decade the number will double or triple. Even now there is a considerable volume of research, rarely well exchanged and sometimes locked up in different languages. Until now there has been no continuing or systematic effort to establish dissemination and diffusion of research beyond individual countries.

The proposal of a consortium is at this stage extremely modest and simple, although the purpose is large and complex. All that is envisaged for the next two - three years is achieving agreement between selected institutions (governmental and university) in about 25 countries that they will exchange research reports, engage in correspondence about needs and trends, and after some experience, make recommendations about future developments.

Characteristics of the Consortium

The Consortium will include some universities with strong training and research departments in adult education and some research agencies or regional or national associations that foster research.

The Consortium will be international--with many countries that are in a position to contribute represented.

The Consortium will be voluntary--institutions and agencies will be invited to participate.

The Consortium will foster dissemination as much as it will stimulate research: the interest is in knowledge applied.

Sponsorship

For the initial stage the chief organizer is the International Council for Adult Education. However, colleagues are participating in the discussions from UNESCO, ILO, FAO, World Bank, the United Nations University, and the International Congress of University Adult Education.

Four Functions

At least four functions will be included:

1. Collecting basic information on an international basis concerning many fields of adult education.
2. Undertaking investigation of questions identified by the UN University.
3. Assisting with the research backup of the regional training programs in adult education that are being planned in Africa, Asia, Arab states, Latin America and the Caribbean.
4. Dissemination of information and findings: through the UN University, UNESCO and other intergovernmental channels and through various international and national non-governmental channels.

Selection of Participants

At the beginning this has been somewhat arbitrary because one of the questions needing answering at the International Seminar will be about an appropriate mechanism for selection. In many countries the selection is obvious because there is only one agency. Example, the Institute of Adult Education in Leningrad, related to the Academy of Science (Pedagogy). In countries like the United Kingdom, Germany, the United States and Canada, there could be several possible participants.

Criteria for selection in this preliminary stage are as follows:

1. willingness of the institution to take part;
2. the institution must be engaged in a substantial program of instruction or research or both.

Management

The Consortium will be a cooperative venture and in the initial years will not require an extensive structure or administration. We propose a Committee of five - seven members who will review policy questions with the participation through correspondence of all members. Secretariat and other administrative requirements will be carried on in 1979 and 1980 by the ICAE.

What is Involved

All that the institutions have been asked to commit themselves to do at the outset is as follows:

- Supply copies of some information about research (50 copies may be needed). (At this stage it will not be possible to exchange complete copies of theses.) Abstracts may be requested, and inventories of research that have been done or are underway, possibly other publications where possible. In turn the participants will receive what can be provided from other participants.

- Be willing to correspond with others, or respond to communications in a newsletter and help develop recommendations about future cooperation.
- Be willing to entertain visits from other participants (without any commitment about financial cost).
- Be willing to consider requests for library loan of certain research (to test out if this is feasible).
- Attempt to be represented at regional or international meetings which will consider the future of the exchanges. A regional meeting for North America might be held at OISE, an international meeting would likely be held in Europe.

It is probable that certain research projects will be suggested to the Consortium from the UN University, UNESCO or some other source. Occasionally there may be some funds assigned, in other cases not. If time permits, all participants in the Consortium who might be interested will be given information about the request, and given an opportunity to undertake part or all of it. If possible, assistance will be given to find financial support; but the typical case will probably be one in which the institution uses its own resources or finds resources, and if this is not possible, does not offer or declines the responsibility. In other words, there will be no advance commitment, but the process may generate research that will interest some of the institutions and the findings would be shared with the others.

Questions for Discussion

1. Identification and selection of participants in the Consortium. Criteria that can be utilized.

2. What can be expected of the participants in the Consortium?

3. How can the results of the exchange achieved through the Consortium be diffused to other countries, institutions, and users of research in adult education?

4. In addition to UNESCO, UN University, World Bank and ILO, are there other agencies with which the Consortium should maintain regular communication? International NGOs?

5. What sources of financial support may be available for research carried out by one or more participants in the Consortium?

6. Are there ways, (and research Problems) for cross-national research or other forms of cooperation in research?

7. Could information be obtained by and through the Consortium that might be financed and thus provide income for the work of the Consortium? Example: collecting information from many countries about a significant problem such as unemployment and training, for which an intergovernmental agency might offer a contract or some individual countries might provide payment.

8. How can significant continuing national or regional projects on research (Scutrea, Andragogs meeting at Porec, annual Adult Education Research Conferences in North America) be related to the Consortium?

9. How can the program of Participatory Research be related to the Consortium?

10. Other?

GROUP COMMENTS -- Participants' comments on the idea of a Consortium

Group One

There was strong agreement in the group that there is a real and urgent need to achieve the functions mentioned in the Kidd proposal. However, there was fear that we are the whole time creating new bodies without really examining what is wrong with present ones...and there are many of them.

It was stressed that the Consortium should be an integral part of ICAE.

The need for strengthening the local and regional representation was made.

One difficult and important question noted is the criteria to be used in selecting the members of the Consortium.

In order to get a better understanding of the whole range of information on research it was suggested that an important research area for the Council would be a study of the functioning of the present networks in research.

Group Two

Group Two welcomed the idea of the Consortium but within the framework of ICAE. A strengthening of the regional cooperation in research work was suggested. Problems were foreseen if only one agency from each country is a 'member' of the Consortium. It was seen as a priority to investigate existing networks. An issue paper is needed which the Secretariat should do.

Group Two advised the ICAE to find an example of a strong precedent in one other field to study and make certain there were enough funds to do the job well.

Group Three

Group Three summarized their views in point form:

1. If there are only 25 (approximately) members in the Consortium this would normally limit membership to one national voice which assumes or demands internal cooperation and dissemination.

2. Existing exchange systems may be adequate in some cases through libraries for example.

3. Information on draft plans for research should be circulated.

4. A Consortium could send questionnaires for identification of thematic interests. The lists which result would be used by Consortium and participants when research plans or documents become available for circulation. National circulation would be a local responsibility.

5. A Consortium should investigate funding sources for international projects, not national, and provide linking information service.

6. One funding approach would be to seek external funding and obtain contracts for research with service fees included to cover general costs.

7. A Consortium should actively seek a presence at regional or international meetings and invite the submission of reports for circulation and dissemination.

8. It is important to clarify the relationship of the Consortium with the ICAE. Suggestion: the Consortium should initially be a working party committee of ICAE. It may eventually stand side by side with ICAE as a separate organization or as a research arm of ICAE.

RESEARCH CONSORTIUM -- ISSUES PAPER

Chris Duke
ICAE Associate Secretary-General

1. The research consortium proposal as presently described spans too wide a range of possibilities, partly a reflection of its formulation over time in response to different ideas for 'partnership' including especially prospects for attracting research grants to Council or to consortium partners. It is as a result actually or potentially self-contradictory on several scores (kind and number of participating members, objectives, modes of functioning, etc.).

2. The idea is nonetheless attractive: because of Council's interest in promoting good and useful research in adult education; because much present research is probably locked away and so largely wasted rather than disseminated; because adult education research is absent, inadequate, poorly focussed or irrelevant to the needs of society in many--perhaps most--countries and research institutions; and because animation of high quality, vigorous, carefully chosen and potentially useful research having an international comparative dimension appears to be an activity which Council is well, and perhaps uniquely, fitted to attempt.

3. The International Congress of University Adult Education also has a potential for such animation. The June 1980 Executive meeting of ICAE might offer a good opportunity to explore this, since it would also be a timely date for an ICUAE quinquennial conference allowing for some rationalization in costs of travel. I have been approached by ICUAE Chairman to consider the next quinquennial meeting, and see this as a possible way of proceeding.

4. While the consortium idea has merit, if internal contradictions can be resolved, it also has dangers. First, if it seeks to be all-embracing in its purposes it is likely to become in effect another total ICAE program, replicating or duplicating, confusing or competing with other international and regional projects and programs, many of which have a research dimension. This may be avoided in part by employing a matrix approach to defining and developing the consortium in relation to other projects and programs.

5. It may be necessary, or at least desirable, also to treat the consortium as having several more or less distinct strands, components or sub-systems, as a way of clarifying and monitoring its scope, and also to resolve some latent internal contradictions (see below, next 2 points).

6. Another danger is that a small elite consortium of leading research institutes may further concentrate reputation and expertise, including a greater monopoly of or control over international research contracts, so that the effect is to limit rather than foster the growth of centres of research excellence and utility. On the other hand, an indiscriminate eclectic approach including all who show an interest, however personal and whimsical, and irrespective of capacity to contribute effectively, could lead to the consortium being quite

ineffectual and worthless. Different kinds or categories of consortium membership and responsibility might resolve this.

7. One difficulty already recognized in correspondence about the consortium concerns a tension between 'first world' (especially North American and European) consortium possibilities and its third world role or potential. A case can be made for developing in both these areas (for focus and subject area selection as well as quality and technical quality of research); but treating them through unitory arrangements could disable or weaken the third world partners, over-represent the countries where research institutes are already stronger and better financed, and maybe, in the process of trying to resolve the problem, encourage a kind of paternalistic academic neo-colonialism. It would be an error to assume that all is well with adult education research in the industrialized affluent countries, but a Council contribution might be more effective, and less prone to generate undesirable and unintended side-effects, if some different categories of membership, purpose and activity were built into the rationale and the framework.

8. In line with ICAE's general purposes, the consortium should foster the application of research endeavour to the important problems of societies and needs of its members, rather than methodological refinement as an end in itself.

9. The objective is to share information about and results of existing research as well as to generate new research activities and areas, especially on a regional or international collaborative and comparative basis.

10. Universities will tend to predominate within the membership but it is not to be exclusively a university group. Nor should its activities be restricted to those employed as adult education researchers, since one result might be to draw other social scientists into the study of important and challenging adult education problems. Redirection of some university and other research energies might be one purpose and result of the consortium.

11. While information about training of adult education researchers might be exchanged through the consortium, and adult education training strategies and approaches might be among the subjects of study from time to time, training of researchers, much less the training of adult educators generally, should not be a responsibility of the consortium or a condition of membership. Otherwise confusion and conflict with other Council programs may occur.

12. One sensitive problem concerns membership criteria and selection. Unless these are clearly understood and firmly handled the consortium will quickly become worthless. Some selection/membership criteria and mechanism are required; selection should be based on demonstrated capacity to do good research relevant to the purposes of the consortium, and should be subject to periodic review rather than of indefinite duration.

13. It is desirable to keep the number of members rather small initially and the membership balanced both regionally and by subject area and style of research activity. Some criterion emphasizing involvement with those in greatest need (nationally or internationally) may be helpful in selecting between different institutes having an interest in joining the consortium.

14. Control over numbers is necessary if information exchange aspects (especially exchange of research reports in full) is to be practicable and not to place an excessive burden on members. This aspect, like others, should be carefully handled so as to complement or at any rate not compete with the 100 libraries project as well as, for instance, PRP.

15. It must also be recognized that inclusion in the consortium might bestow important advantages (status, opportunities for research contracts, and international travel) on those taking part, as well as carrying obligations. It will be important to know the likely consequences of inclusion (or exclusion) on the politics and development of adult education research capacity in countries involved, as well as the capacity of those participating to meet obligations of membership. This consideration may suggest that membership, although by institutions, might best be approached on a country rather than exclusively an institutional basis. What should be the consultative role, if any, of regional and country associations which are members of ICAE? Where several institutes in one country appear to have a strong case for inclusion, possibly they should be required to consult with one another and agree which should for the time being serve as the consortium member for that country. This might have the effect of generating, where they do not already exist, country networks or consortium for adult education research. Any member would need to have local office resources adequate to carry its consortium membership.

16. Taking the previous point further, demonstrated capacity or potential to animate and/or use national and/or regional networks might be a criterion for membership.

17. The steps necessary for establishment of a consortium would appear to be as follows:

    a) Seek Executive comment on these notes and agreement to the proposal arising from them.

    b) Identify the ICAE mechanism for advising on and monitoring the selection of participating institutions and development of activities.

    c) Circularize all institutions identified as possible members with a questionnaire designed to elicit information necessary to determine membership.

    d) Select and make known the initial consortium membership (memberships if it is agreed some internal differentiation is necessary).

e) Publicize the consortium and seek to put it to use, for instance with the World Bank, as a concurrent activity (thereby securing another form of advice and comment as the consortium evolves).

f) Monitor and report on its development to the Executive from time to time, especially by means of the Annual Meetings 1980-82.

I. Background Papers

In addition to several oral reports on research such as the report on the evaluation of the U.K. Literacy Campaign by Arthur Stock of the National Institute of Adult Education, there were two others papers tabled as contributions to the debate. Summaries follow.

* * * * *

Report on Experiments with Outreaching Activities in Housing Areas of Sweden 1975-1978

Östen Groth

In spite of many recent reforms in Swedish educational systems, several studies in the late 60s and early 70s pointed to the need for local adult education to reach the 'low educated' in a more effective and thorough way.

Following a five-year experiment on outreaching activities, a three-year intensive outreach program was carried out by the Swedish National Board of Education in cooperation with various educational associations. The target group was the handicapped, immigrants, and people working at home. The purpose was to reach and inform people with low education about their rights and the possibilities of study.

During the program, 10 educational associations carried out 136 projects involving 1343 callers and 130,000 people. About 20,000 started to study as a result.

While the callers' purpose was to inform, much time was spent listening to social problems of the target group, and reasons for not participating in adult education programs. These fell into four categories.

1. social factors (including no time, other commitments, shift work, lack of baby-sitting, social pressure, cultural background, etc.);
2. geographic factors (long journeys, inadequate public transit);
3. economic factors;
4. physical factors (especially lack of facilities for the handicapped);

The role of the caller is a key one. The provision of useful, pertinent information is crucial to those wanting to engage in adult education activities. The caller should:

1. have a clear grasp of the purpose of the outreaching activity;
2. have a good local knowledge of the real possibilities for study that people in the area have, including support services (transit, daycare, etc.);
3. know the social milieu;
4. know the purposes of his/her own educational association;
5. know about the different kinds of adult education experience available in the area.

In summary, important points include:

1. Outreach activity is long-term work, and the benefits cannot be clear after a couple of years. Outreach should become a permanent part of adult education.
2. The caller plays a key role in outreach. Callers should have personal experience in adult education, and should understand the purpose of the outreach program. Frequent meetings among callers is an important part of their training.
3. Cooperation with adult education associations should be extended, and will likely be a necessity in the recruitment of callers.
4. Outreach activity needs a separate project management. Stable long-term financing must be made available to ensure careful, coordinated planning and activity.

Towards an Arab Strategy for Adult Education

Musari El-Rawi
Arab Literacy Adult Education Organization (ARLO)

The paper begins with a discussion of appropriate adult education strategies for the developed and for the developing world. Any Arab strategy for adult education must give a top priority to literacy work. Attention must be paid, however, to the educational needs of literate adults (in-service training, professional and cultural development) as well.

The Arab Strategy for the Eradication of Illiteracy in the Arab states is a framework of guidelines for action. The main constituents include: identifying and analyzing the status quo of illiteracy in the

Arab states; setting out the strategy objectives; surveying the basic principles and trends; developing procedures for the implementation of the principles.

Presently, one-third of Arab children of school age have no place in the primary schools, and there are many drop-outs and failures. Enrollment is higher in urban than in rural and bedouin areas, and many more females than males are enrolled. Current efforts to combat illiteracy can accommodate about two per cent of the illiterate population, and no more than half of these pass the exams.

The strategy objectives are to enable the learner to master the basic skills of reading, writing and arithmetic, and to participate in the development and modernization of his community. The strategy is based on ten principles and trends, with appropriate implementation procedures.

1. Literacy based on the cultural concept. That is, expanding literacy from the 3 R's to include cultural and social factors.

2. The integration of literacy efforts with development efforts, by linking with other social activities; highlighting the role of various community and national groups and organizations; including literacy plans as an integral part of development projects.

3. Unification of Arab action in the area of literacy, by developing and consolidating existing national organizations; starting a common Arab fund to finance literacy projects; setting up an information processing system for documentation of literacy activities; beginning a pool of human resources for literacy work.

4. The importance of a political decision (and commitment) and popular will in the campaign.

5. Mobilizing and directing mass efforts in a self-help movement by creating an atmosphere in which popular, social and professional organizations can play an effective role in literacy activities; encouraging mass participation and voluntary action in the organization and launching of the campaign; linking literacy efforts with both mass problems and individual needs; involving illiterates in studies to determine their needs and socio-economic reality.

6. Blocking the sources of illiteracy by rendering primary education compulsory and universal.

7. Integrating the formal and non-formal systems of education.

8. The adoption of scientific achievements and approaches to the problem by building organizational structures; helping literacy departments implement programs efficiently in the areas of information, research, planning and evaluation; educating and training personnel; launching an all-out information campaign to encourage an atmosphere conducive to flexibility and change.

9. The employment of material, social and moral incentives in the campaign.

10. Constant monitoring and evaluation of all stages, steps and objectives by directing systematic efforts to ensure the sound implementation of plans; objective study of obstacles; outlining solid criteria for evaluation and to rectify problems as they arise.

The strategy is two-sided. Both nationally and regionally, the organizations engaged in literacy and adult education in the Arab countries must mobilize all resources if illiteracy is to be conquered.

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5. Research Needs

Issues that ought to be studied in International Research work in adult education.

One of the central purposes of the research meeting at Kungälv was to identify, with the help of the participants, areas of adult education which were in need of further (or initial) research. Based on group discussion, the following list (not in order of priority) was prepared. It needs to be underlined that there are many other topics of value to be studied but agreement has been reached on the value of the following across the cultural, political or national boundaries within which we work.

1. What kinds of structural factors have influenced the results of research in adult education:

   a) Comparatively (by regions);

   b) In fields of research, i.e. participatory research;

   c) In particular, the relations between sectors in society, i.e. government level/voluntary organizations/grassroots activities.

2. Does nonformal adult education have the same quality and the same function as formal adult education with respect to structural in society?

3. What are the effects of becoming literate in different cultures?

   a) Is there a singular common effect across cultures in respect to attitudes, behaviour, quality of life?

   b) What is the effect in relation to traditions, family, social origins?

4. How do we ensure an increase in personal development through adult education when employing various methods of teaching, i.e. authoritarian-democratic?

5. What is the status of nonformal learning with relation to:

   a) re-entry in formal system;

   b) employment;

   c) international mobility in employment and education.

6. How can we organize the exchange of information on current research, by themes and/or methodology? (Can we improve the communication network of the ICAE in the field of research?)

7. What are the experiences in various countries in ways to reach illiterate migrant workers?

8. What are the implications for adult education in the immigration of peoples from one nation to another? An international study looking at persons who leave countries like India or Turkey and come to Europe or North America might be particularly important.

9. In Sweden it is suggested that there is an on-going process of people becoming illiterate as technological change occurs. This results as well in an increased lack of participation. An inter-disciplinary study is needed which focuses on the relationship between technological change and illiteracy. This would need to be multi-disciplinary.

10. An international study is needed on the political economy of adult education which will look at whom adult education serves, what are its limits in terms of democratizing society, how do we strengthen the democratizing trends, how do we transfer social and political needs into education terms?

11. How can we improve the means by which we disseminate, communicate, and use our research findings?

    There are important examples of the value of various adult education experiences which serve this function:

    - science shops - The Netherlands
    - the science movement - India
    - research information - Uppsala, Sweden
    - the study circle - Sweden, Norway
    - consumer education - India

    How do they work? What can be improved?

12. What makes a network work?

13. How can research be further democratized?

14. How do we measure immeasurable or difficult to measure concepts such as "awareness"?

15. Adult learning: how and what do adults learn through experience?

16. What are "educational needs"? What are "objective needs"? and how are and how can these be determined accurately?

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INTERNATIONAL SEMINAR ON ADULT EDUCATION AND DEVELOPMENT

INTRODUCTION

The purpose of the Seminar was to bring together adult educators from many countries with representatives of intergovernmental, international and national development aid agencies so that these groups, which rarely have the chance to meet, could have an informal dialogue on the role that adult education plays in development and how this role could be more effective within the context of the critical and global development issues. This kind of information sharing and mutual give-and-take was seen as part of an on-going process for people to get to know each other better, for establishing better understanding of needs and problems among those concerned with development, and for working out baseline strategies for adult education and development and for identifying areas for closer collaboration and mutual support.

There were some 27 participants making up the Seminar's core group for the three-day discussion. These included adult educators representing national and regional associations in the seven major regions of the work of the International Council for Adult Education (Africa, Asia, Arab, Caribbean, Europe, Latin America, North America), and program officers and planners from six international and national development assistance agencies: World Bank, World Health Organization, Interamerican Institute of Agricultural Sciences, Swedish International Development Authority, Commonwealth Secretariat British Council. Information presentations were also received on the Danish International Development Agency and the Canadian International Development Agency.

The Seminar was planned by a committee organized by the Swedish National Federation of Adult Education Associations (Folkbildningförbundet) under the leadership of Ralph Uddman, in collaboration with the International Council for Adult Education (ICAE), and the

Swedish International Development Authority. The program and agenda was worked out by the Seminar's two co-leaders, Peter Hammarberg, Rector of the Folk University in Stockholm, and Per Stensland, the Swedish-American adult educationist who is a special representative and consultant with the ICAE.

AGENDA AND FORMAT

The Seminar format was to start out with examples of adult education projects at the national level and then to move into presentations on development programs of international and national aid agencies. The participants decided not to break into small discussion groups but to have the entire group engage in questions and discussions following each presentation and in working out ideas and recommendations that could contribute towards educational strategies for development. The summary of the deliberations was given by Per Stensland to the final joint session of the two seminars.

The Seminar first set the scene for adult education and development with seven national case studies: Kenya (literacy and health); Honduras and Haiti (rural development work of the Inter-american Institute for Agricultural Sciences); India (integrated services program for mothers and children); Canada (community participatory action in a remote Indian settlement); Tanzania (adult education and rural folk high schools); the case of the 'invisible' role of women in development; Swaziland (development of an educational centre).

Next came international aid agency presentations by World Bank, World Health Organization, and the Commonwealth Secretariat. Information on national aid agency programs were contributed by the Swedish International Development Authority, the British Council, a written report on the Danish International Development Agency, and a description of the Canadian International Development Agency.

This report follows the agenda of the Seminar but reverses the actual proceedings by first giving an interpretive summary of the questions and discussions that arose around some main issues and outlining the strategies and recommendations the group agreed on. Summaries follow of presentations made to the Seminar. Thus, the

report is organized around the following headings:

1) Organization of the Seminar
2) Observations, Questions and Issues
3) Strategies and Recommendations
4) National Case Studies
5) International Development Aid Agencies
6) National Development Aid Agencies
7) Participants List

1. The Organization of the Seminar

Swedish leader:	Peter Hammarberg, Swedish Folk University
ICAE leader:	Per Stensland Special Representative International Council for Adult Education
Representative of the National Swedish Federation of Adult Educational Associations:	Ralph Uddman Executive Secretary
Representative of the Nordic Folk Academy:	Maj-Britt Immander Rector

Rapporteurs:

Final report and plenary sessions	International Council for Adult Education (ICAE

2. Observations, Questions and Issues

The Seminar's deliberations were prefaced by some general guidelines and an approach to questions about the educational core of development. These included attention to the following:

- Continuing advocacy of the integral role of adult education in national development plans and in the philosophy, planning and implementation of programs of international and national aid agencies;
- realistic examinations of the strengths of adult education and of the barriers that stand in the way of its fuller contribution to development;
- fostering of the intersectoral and integrated approach to development that much of adult education work advocates and supports;
- the kind of training and orientation for adult educators at all levels so that they can take a central role in development;
- the identification of 'researchable' problems relating to adult education in development;
- the practical ways that adult education can contribute to the alleviation of poverty and to the participation of people in development programs that affect their lives and situation.

Wide-ranging as the Seminar discussions were, certain ideas and issues reappeared as a consistent focus, and often put forward as questions to be clarified and answered by both adult educators and national and international development agencies.

- The adult education participants were realistic enough to start out with the cautionary note that adult education is not a panacea for development ills and problems. It is still marginal in the overall education establishment and receives a minute proportion of national education budgets. Nor does adult and nonformal education or basic education receive a healthy proportion of the development budgets of aid agencies.
- The increased attention to and acknowledgement of adult education's contribution to development appears to come from global acknowledgement that 'technical' solutions alone are not sufficient to meet such critical issues in social and economic development as alleviation of mass poverty, meeting basic needs, improvement in health and general family life.

- The recognition that learning is a fundamental condition of success in all development efforts, places adult education in a crucial and new position: how and in what ways can it respond? who should be its best allies? what is the best strategy for adult education to move from a peripheral to centre-stage position? what kind of development should adult educators support?

- In facing the complex task of development, adult education must analyze both its strengths and weaknesses. Are adult educators adequately prepared for an effective role in development? How can adult educators prove that they have the capacity to contribute to development? By what arguments and specific programs and case studies can they demonstrate capacity, experience and potential?

- As a start on answering the above questions, participants began to formulate some of the contributions and experiences of adult education. These included its work over broad community and social and economic issues, its expertise in community and participatory methods; practical skills in motivating and mobilizing people and public opinion; needs assessment; training of local-level workers and agents; participatory research and evaluation; innovative teaching/learning methods; emphasis upon problem-solving and indigenous and self-reliant solutions; intersectoral cooperation with agriculture, health, literacy; and developing an infrastructure of resources and services.

- If development is planned as an integrated approach to social and economic betterment, how may adult education be part of that integration? What are the main opportunities for adult education to play an effective role in development? What kind of inter-institutional relationships are needed?

- Collaboration between ministries may not be an 'impossible dream' and such cooperation as in primary health, show many examples of widespread support of health agencies by adult education and vice versa. Such collaboration and intersectoral approaches are ones that aid agencies can foster and can draw upon the experiences of adult educators.

- With its concern for the 'less-favoured' sectors of society, adult educators should be at the forefront of readiness to challenge inequalities and to ensure that all development programs contribute to the advancement and participation of women.

- There was agreement that adult educators may not be prepared to move into the mainstream of the hardnosed development world. From their experience with the local and base-level development work, adult educators need to move strongly into the mainstream and to connect with the control and power group level, to document the case for their professional competencies and accomplishments to governments, financial managers, development programmers, economists, planners.

- In terms of training, adult educators should be well-versed in interdisciplinary research and about other sectors, such as health and technology, so they can move across professional and technical boundaries. Similarly, the training, development and technical experts, managers, planners should include knowledge of the techniques and methodologies of adult education. Recommended was the fostering of such interaction by joint workshop/seminar, training programs.

- Questions were raised about the unequal nature of the 'dialogue' with recipient countries that aid agencies talk so much about. These are often far from being interchanges among equals. One might ask how degrees of equality may be assured and how adult educators can assist in seeing that development agreements are translated into people-based programs.

- Aid agencies appear to be reaching out for closer collaboration and new linkages with adult education researchers and with international NGOs with expertise in research and evaluation in development fields. But several warnings were sounded about adult education being co-opted by dominant power groups.

SOME PARAMETERS

Certain assumptions underlie any program of strategies. Forming a set of understandings and partial agreements among the Seminar participants, these assumptions make for the following parameters:

- Adult education is part of the total development process; it is never separate nor exclusive;
- Neither developers nor adult educators are prepared adequately for a largely unpredictable future; nor are they prepared for effective collaboration and communication with each other;
- Little is known about the major reasons for the success or failure in development projects;
- Research and evaluation are often treated and used as separate undertakings that are apart from action rather than as integral to development;
- Having been ill-funded, both for program and research, adult education finds itself in the position where most aid agencies have little understanding of the contributions adult educators are making, and can make, to development.

3. Strategies and Recommendations

STRATEGIES TOWARD ADULT EDUCATION IN DEVELOPMENT:

Strategy 1: Those involved in development work at national, regional, and international levels, should become familiar with how adult education functions at its best, and be involved in programs and projects that demonstrate the strengths, skills, accomplishments of adult education.

Strategy 2: Adult education leaders must be offered opportunities to study and take part in the development process, in planning as well as in execution stages, and be regarded as professional equals.

Strategy 3: In development projects, at international and national levels, adult educators should be actively involved, and become on-going partners through contributing their judgment and skills throughout the development process.

Strategy 4: Case studies are needed on the specific contributions of adult education to development and to intersectoral cooperation. A systematic review is required of adult education research, the lessons that can be learned from it, and the identification of gaps and needed areas of research.

Strategy 5: To clarify the relationship between learning for knowledge, skills and change, and action and practical alleviations of mass poverty, both the successes and failures in adult education and in the development process should be researched and documented.

Strategy 6: Adult educators must relinquish the fictitious post of 'neutrality' in matters of social change. They should openly espouse goals of social and economic justice and of participation of people in their destiny.

RECOMMENDATIONS

In light of the suggested strategies, the reflections on parameters for action, and the issues raised in the discussion and in the presentations, the following recommendations were put to the International Council for Adult Education.

1. Identify and analyze the current adult education and development programs and those in the past decade or so that have proven to to be effective. This investigation could be undertaken in collaboration with United Nations agencies such as World Bank, Food & Agricultur Organization, World Health Organization, UN Development Programme, UNESCO, as well as national development assistance agencies now sponsoring and assisting development programs with an adult education component.

2. Carry out research and evaluation of examples of multi-agency and inter-ministerial relationships as they exist in planning and implementation of an integrated approach to development, especially as they might be used and applied in educational development.

3. Organize a meeting to explore further and more specifically the role and contribution of adult education to development. The participants would include development agencies, planners, economists and representatives of regional and national adult education associations. Such a meeting might be organized around such international program issues as alleviation of mass poverty, food and nutrition, rural-urban migration, primary health care, adult education strategies for the Third Development Decade.

4. List of Presentations

I. NATIONAL CASE STUDIES

A.	Kenya: A New Environment for Literacy, Health	David Macharia Kenya
B. & C.	Honduras and Haiti: Rural Development Projects	Jose Emilio Araujo IICA, Costa Rica
D.	India: Integrated Child Development Services	Anita Dighe India
E.	Big Trout Lake, Canada: Community-Led Action and Research	Ted Jackson ICAE
F.	Adult Education and Women's Contribution to Development	Helen Callaway ICAE Special Representative England
G.	Tanzania's Folk Development College	Gosta Vestlund Sweden

II. PROVIDERS OF DEVELOPMENT ASSISTANCE: INTERNATIONAL AID AGENCIES

A.	World Bank	Roy Prosser
B.	World Health Organization	Socrates Litsios
C.	Commonwealth Secretariat	Ammu Krishnaswami

III. PROVIDERS OF DEVELOPMENT ASSISTANCE NATIONAL AID AGENCIES

A.	Swedish International Development Authority	Olle Österling
B.	Danish International Development Agency (Swaziland Project)	Written Presentation
C.	The British Council	Donald Clarke
D.	Canadian International Development Agency	J. Roby Kidd Canada

5. Adult Education in Practice: National Case Study Examples

A. KENYA: A New Environment for Literacy, Health

David Macharia, Director of the Department of Adult Education, Ministry of Housing and Social Services, presented the case of a country being provided with a new and stimulating environment through the government's commitment to a new development plan which centres on basic human needs and new initiatives for agriculture, health, and adult literacy. Mr. Macharia described some of the programs that offer good opportunities for closer relationships between development and adult education and for intersectoral and interministerial cooperation.

One program is the recent project of the Ministry of Health for the training of 800 community health care workers for a new program of primary health care. Experience has shown that training in the methods and techniques of adult education are a necessary part of the skills required for health workers. He quoted a statement by Dr. Miriam Were, Director of the Community Based Primary Health Care Project that the success of the project was due to the involvement of adult educators right from the start through the excellent relationship with the Institute of Adult Education. Dr. Were also stated: 'I very much hope that the Kenya Government's Department of Adult Education, and adult educators everywhere, should be seen as, and become, essential trainers of those trying to meet basic needs in health, literacy, and so on.'

Another program is the National Functional Literacy Campaign, announced in December 1978 by President Danie Arap Moi as a political commitment to the eradication of illiteracy by 1983, with literacy placed in the broad context of 'the development of our country is the development of the people.' The literacy program is seen as bringing about changes in attitude toward personal development and full participation in social, economic and cultural development, as well as involving knowledge about the country and its system of government, better farming or trading methods, better hygiene and maternal health care.

Adult educators have been instrumental, over the years, in focusing attention on the scope of the problem: over half of the eight million population is illiterate in any language: 35% of males and 70% of females over the age of 15 cannot read and write. In addition, there are at least half a million children every year who never enrol in school or who enrol but drop out.

The Government has stated that the country cannot rely on the expansion of literacy through regular, formal education and the present efforts in adult education; what is needed is a special campaign within a specific period of time. Since most illiterates live in rural areas, the campaign is to bring together personnel and resources from agriculture, economics education, and social welfare. Seen as functionally related to Kenya's basic human needs development plan, literacy activities are to focus on food and nutrition, work and employment, housing improvements, health, and general citizenship.

The main instruments for coordination at the local level are the District Development Committees, with the Kanu Party and its officials in the district fully involved. Cooperation is expected from private employers who must make it their business to education illiterate workers. The media is involved heavily, especially radio and rural newspapers. A major part of planning and implementation is the training of school teachers and administrators, in addition to recruitment and training of volunteers, literacy organizers, tutors, writers, and group leaders.

Both the literacy campaign and the health care workers' program will make extensive use of the 15 Community Development Training Centres and the 34 Farmers; Training Centres that are part of the renewed emphasis on agricultural improvement and modernization. A pilot project is underway to integrate the work of both these centres into a District Development Centre which would coordinate all rural development and non-formal education activities and bring together under one roof a range of short-cycle training and adult education activities.

B. & C. HONDURAS AND HAITI: RURAL DEVELOPMENT PROJECTS

Two projects of the Interamerican Institute of Agricultural Science (IICA) were described as examples of rural development and the agricultural sector in countries classed as the poorest in Latin America, and in the world, even though both have zones of a high-income level. The presentation was made by Dr. José Emilio Araujo, Director General of IICA, which is the specialized agency for the agriculture sector of the Organization of American States.

HONDURAS

The IICA work emphasized three aspects of rural development: organization of community and associative enterprises to create effective means for cooperation in production and marketing; the inclusion of adult education in extension services so that extension agents combine teaching/learning in agriculture with literacy and other skills required for agriculture; and the provision of administrative training for managers of community enterprises.

A conscious effort is being made to have the administration of development projects as local as possible and, similarly, to have training programs take place within simple facilities and in local communities. The decision to avoid formal and special training centres is because such centres tend to remove people from the rural sector and from the local region and from the village and family which is the realistic community base for development and education.

The ten-year IICA Honduras program is supported by a $20 million grant from the Swiss government aid agency with the intention of using the experience as a model for regional development in other countries with similar problems.

HAITI

The IICA has been engaged in assisting a village-centres integrated rural development project in Haiti, a nation comparable to Honduras in its serious poverty, high illiteracy, and grave population pressures. The project is supported by the InterAmerican Bank and is parallel to a UNESCO primary education program in vollage centres.

Haiti, a country of six million, is officially French-speaking. French has been the language of instruction despite the fact that most people speak Creole. A new approach to instruction is to teach Creole for the first two years; move to 75% Creole in the third year; 50-50 Creole-French in the fourth year; and 100% French by the fifth year. This change has meant the preparation of literature in both languages and the recruitment and training of teachers who are literate in both languages.

The IICA project has been based on people participation through asking the people what they regard as their needs. This survey revealed priorities that were not predicted by outside experts. The people ranked their needs as: (1) food and the necessary component of irrigation water; (2) clean drinking water; (3) health services; (4) aids to commerce and marketing, including roads; and (5) education. The survey meant that the first targets of the project were training for skills in irrigation, water-well construction, and road-building. Community centres and school buildings were constructed by the villagers and courses and study activities were organized in both French and Creole.

The Haitian project is also regarded as a likely model for literacy/development programs in Paraguay, Guatemala, and Bolivia, all of which face similar multi-language constraints and are beset with urgent problems in agriculture and crop production.

D. INDIA: INTEGRATED CHILD DEVELOPMENT SERVICES

The program, started in the state of Andhra Pradesh in 1972 as one of non-formal education with information and skills related to mother-and-child health care, served as an illustration of how health, medical services, nutrition and daycare facilities should be integrated closely with education and functional literacy. The program was described by Dr. Anita Dighe, Evaluation Unit, Directorate of Adult Education, Ministry of Education and Social Welfare.

The aim of the program was to coordinate the services of functionaries from departments of health, education, and social welfare and to tackle the urgent problem of high infant mortality rates, in an integrated and comprehensive manner. It was directed to the needs of mothers and children,

up to the age of six years, and included health and nutrition programs for women, daycare and pre-school education and, parallel to these, functional literacy that tied in with health needs and problems of young mothers.

Medically, the program has had the distinct effect of providing innoculations and vaccinations to children and mothers, and the supplementary feeding program has reached the most vulnerable groups in rural communities. However, the educational/literacy efforts were not regarded as of high priority by the women when these were separated from their immediate needs. Literacy learning was most successful when integrated with practical demonstrations about health, nutrition, and family planning. Literacy learning was impeded by lack of materials that are locally relevant and in the local dialects which the women speak.

The program has revealed the difficulty in establishing the necessary coordination among health, education, and social welfare functionaries and government development agents and the equal difficulty of establishing an understanding of involving the mothers themselves in the program. The tendency is for the medical personnel, who predominate in the program to 'boss it over' the project officers and the middle-level and auxiliary workers dealing with health, nutrition, and literacy. Evaluation also showed that in the areas of skill development for income-generation, emphasis remained on the usual efforts in sewing, basket-making, etc., with little attempt to go beyond these skills and beyond a first stage of literacy learning and to move into more viable economic-related activities.

E. BIG TROUT LAKE, CANADA: COMMUNITY-LED ACTION AND RESEARCH

The case of community participation in rural development was presented by Ted Jackson, North American Coordinator of the ICAE's Participatory Research Project. In the remote northern Ontario settlement of Big Trout Lake, 600 Cree-Ojibway residents continue to build on a year-long collective research and social action process designed to select the most environmentally appropriate waste disposal and water supply technologies for the community.[1]

To this end, the local health committee has initiated a number of participatory research methods, including:

- public meetings and group interviews;
- use of the community radio to publicize findings and to initiate and continue dialogue on the findings;
- the hiring and control by the Indian Band of their own outside technical specialists;
- the selection and training of two local handpump caretakers who will redevelop inoperable wells;
- an intensive study tour to a similar-sized native community in Canada's Northwest Territories which uses trucked water and waste systems.

The Big Trout Lake experience is still in process but it has already thrown light on two critical issues.

1) Locally-chosen technologies are not the same as those advocated by government officials whose technological choices characteristically capital-intensive, bureaucratic, and insensitive to the social and cultural priorities of the Indian people. Thus, on the technical front, the community is forced to confront the dominance of external (state) policies and practices.

2) The second issue involves the role of the professional specialist. While the Big Trout Lake experience explodes the myth that highly technical matters are too complex for the layperson, it has also demonstrated that professionals from outside the community can contribute and transfer valuable technical skills to the process of collective analysis. But to do so, the professional must strike a strong political alliance with local residents. In this sense, the case study seriously challenges any notion of the adult educator, engineer, or health workers as a 'neutral' resource in development.

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1. Information on the early stages of the project are reported in: J. McKay and T. Jackson, Canada: Wastes, Water and Community Control in Big Trout Lake. Ideas and Action (FAO) 124, 1978/5, pp 18-23; and

   T. Jackson et al. Rural Sanitation Technology: Lessons from Participatory Research. Assignment Children, 45/46, 1978, pp 51-74.

F. Adult Education and Women's Contribution to Development

Issues concerning women's participation in development were set out by Helen Callaway, ICAE consultant with a background of anthropological research in Nigeria. She drew attention to the fact that in no country of the world today are women being integrated on an equal basis with men into the economies or into the decision-making process.

As well, documention during the past decade (since the key book in 1970 by Ester Boserup, Women's Role in Economic Development), has shown that economic growth in developing countries has often had a negative effect on the situation of women relative to men. Agricultural extension services have been offered to men but rarely to women, even where women have been the principal producers of food crops. New technologies have been made available to men but not on equal terms to women. Educational advantages are more often given to boys and the disproportion between the sexes increases at each higher level of education. Statistics show that the number of women illiterates in the world is growing at a rate five times that of men.

Women have not been a part of the mainstream of educational activity anywhere in the developing world. Although female school enrolment rates are rising, major disparities between male and female enrolment rates still exist and these disparities are predicted to increase. Women and girls are less likely to enter school in the first place and are more likely to drop out because of social and economic pressures. Women do not have equal access to formal education at any level from formal school to higher education; females continue to be decreasing percentages of total enrolments as the level of education rises. The same inequality of access appears to be true of nonformal programs as well.

Development planning from a male point of view often brings unforeseen social and economic consequences for women, as well as for the children they are raising. In policy formulations, men tend to speak for women and often represent views, ideas, and needs that show a considerable unawareness of the reality of the actual situation of women and of their culture experience.

Both women and men need to be made aware of the valuable part women do and can take in society. Thus, Ms. Callaway pointed out, it is important that greater participation of women in policy-making is not seen as a threat to men's position but as a necessary contribution to a more qualitative and human approach to development.

Women will need greater opportunities for adult education, planned by themselves according to their own perceptions of their needs. In the field of nonformal education, greater examination should be given to existing women's organizations and networks and how these can be strengthened. Training in leadership and political responsibilities will thus have a multiplier effect, with cadres of women being enabled to train further groups. Education for primary health care largely concerns women: for better care during pregnancy and of infants, for improved family nutrition, for better sanitation and domestic practices. Another area for attention is training in practical skills for earning a higher income according to local possibilities.

When adult education for (and by) women is enhanced in these and other ways, then women will be able to participate more fully at all levels of the development process for the benefit of the whole society.

ICAE WOMEN'S PROGRAM

It is logical and appropriate that the people-based competencies and experiences of adult education and the philosophy it advocates--participation of people as actors and not passive recipients--be at the heart of the women's movement. The participation and contribution of women in development is central to all adult education policies and programs.

The ICAE is developing a Women's Program to advocate and implement the integration of a "women's dimension" into its activities and its core programs of research, training, capacity-building, information sharing and networking. Particularly important is the building and extending of regionally-based networks so that the strengths and knowledge of women can be shared and deepened. No systematic international network exists among women in adult and nonformal education by which to find out the experiences and capabilities of women engaged in various forms of training, research, program organization. Nor is there a

satisfactory way to know the kind and type of research, training, information, and support--as identified by women--that can help field-level workers to do their jobs more effectively.

The development of such a network is a conscious effort to engage in a reformulation of women's issues in adult education and to make the shift from planning for women to planning with and by women. A basic principle is the respect for multiple points of view and for groups of women "speaking for ourselves" in defining and working out solutions. This includes working cooperatively with other organizations and groups so that there is mutual support, exchange of information, and linkages with other networks and programs.

G. Tanzania's Folk Development Colleges

Gosta Vestlund of the Swedish National Board of Education gave a presentation on adult education in Tanzania, with particular reference to the cooperation between the two countries which began after initial consultations in 1966 and which has involved the assistance of Swedish adult educators in such activities of the National Institute of Adult Education as radio programs, study materials, leadership training and regional courses.

During these years, Tanzanian delegations visited Sweden to survey the possibilities of establishing adult education institutions along the pattern of the Swedish folk high schools but adapted to local needs and conditions. In 1975, the Tanzanian Government decided to establish what has come to be known as Folk Development Colleges as part of and supplementary to the national adult education program. A fiscal agreement was signed between the two countries in 1976 for the establishment of a FDC in each of the country's 85 districts over a three-year period.

The FDC program is looked upon as a sequel to the gigantic National Literacy Campaign and to meet the needs and challenges of post-literacy continuing education in rural areas. The target group is mainly new literates who have attained literacy skills at stages 3 and 4; a small proportion of primary 7 school leavers are enrolled. By the beginning of 1976, 34 FDCs were opened and 47 were in operation by early 1979. Among the existing educational institutions transformed into FDCs,

the majority were former Rural Training Centres, and others were middle schools, mission schools, etc.

The FDCs are to provide many different educational programs as part of post-literacy continuing education based on the real and practical needs of rural development at the local level. These include citizen participation in social and political life, development of democratic and cooperative skills and of leadership skills and attitude, and improvement in knowledge and skills in such fields as agriculture, handicrafts, domestic sciences, health and water supply.

The FDCs are not intended to provide skills and knowledge specifically for creating wage employment opportunities. Rather, the focus is on imparting the kind of learning needed for rapid social and economic development of the villages. Some courses do aim at creating self-employment in various crafts and trades, but such opportunities are conceived to be initiated in the villages themselves.

The wide range of courses offered include long courses of three months to two years and short courses of two days up to 10 weeks. The long courses are offered in agriculture (including livestock keeping, domestic science) and technical subjects (carpentry, masonry, pottery, etc.). These are supplemented by such general courses as bookkeeping and management, rural development economics, culture and political education. The short courses include a wide assortment such as village leadership, poultry-keeping, rural libraries, village shopkeeping, daycare centres, etc. The FDC facilities are also used by other government departments and institutions for running their own short courses either for their own employees or for the villagers.

The following appraisal statement comes from a paper on The Folk Development Colleges Programme by Yusuf O. Kassam, given at the Commonwealth Conference on Non-Formal Education for Development, January 1979:

> The impact of the FDCs on rural development is potentially great. Their success will depend upon how closely and directly their educational programmes are linked with the development needs of the rural areas and the extent of active participation of the villages in the determination of learning needs and the selection of participants. In addition, the close cooperation of the district authorities is vital.

The importance of the FDC's educational contribution in the socio-economic development of the villages cannot be overemphasized. This is particularly so because of the establishment of village governments through such organs as the village assemblies and village councils and their committees, and the launching of the village management training program to train village managers, bookkeepers, and shopkeepers for each of the 8,000 villages.

PROVIDERS OF DEVELOPMENT ASSISTANCE

6. International Aid Agencies

A. World Bank

The principles and evolution of the Bank's education lending were explained by Roy Prosser, Senior Economist in the Education and Manpower Training Department. He drew attention to the changes in lending emphasis since 1964 when the Bank first began to be involved extensively in helping Third World countries to develop education and training.

The main priority for early Bank support in the 1960s was higher-level technical training to support specific manpower development in borrowing countries. This priority was gradually extended to the whole field of secondary and higher education.

During the 1970s it became apparent, both within the Bank and in response to requests from governments in borrowing countries, that lending should be more diversified through support to other types and levels of education and training. This policy was part of a Bank thrust enunciated by President Robert McNamara in a major speech in Nairobi in 1973 which emphasized lending to help ameliorate growing world concern with the problem of social equity and to meet the needs of the rural poor. The Bank's 1974 Education Sector policy paper further articulated support for the new policy and was followed by

increased financial allocations for lending absolutely and relatively for basic in-school and out-of-school education and training.

For instance, in the 1970/74 education lending budget, secondary and higher education represented respectively 50% and 40% of total fund allocations. This proportion has decreased to 26% and 20% respectively in the 1979/83 budget. Correspondingly, the percentages for primary school and nonformal education (including vocational training) have changed from 5% and 6% respectively in 1970/74 to 22% in 1979/83.

Compensatory changes have occurred also in the type and number of Bank education staff, which remains relatively small--about 100 professionals--to develop and monitor a growing number of projects which now number about 180.

EDUCATION TRENDS AFFECTING POLICY

Since 1974, continuing re-assessment of the efficacy of development strategies--especially the questioning of the 'trickle-down' approach as a basis for developing aid programs and the increasing numbers of the world's poor below the poverty line--has led to efforts to design projects beamed directly at the poorest sections of the borrowing communities, taking into account their basic education, health, and training needs.

In the education field in particular, a number of serious trends have become apparent which affect approaches to education development aid. Indications are that:

- Compared with the 1960s, by 2000 the age group 5-19 years will have more than doubled and 80% of the world's population will be in the Least Developed Countries (LDCs), necessitating an even greater resource shift to education of all kinds;

- Some LDCs are currently spending a barely manageable and jolting 25% of current budgets on schooling, hitting a cost ceiling and yet enrolling only 20% of the child and youth population in the school system;

- In Africa, as an indication of general world trends, merely to maintain the present 51% enrollment level of school-aged children would require a massive increase of 35% in budgetary allocations by 1985 a more than doubling of financial allocations, given the present price and cost structures, by 2000.

The Bank's current annual total spending, about $7 billion, is expected to double by the early 1980s and annual total lending should increase by some 6% annually at current inflation rates. Education's share of this remains to be determined precisely, but could more than double to around an annual average of $900 million or just under 8% of total annual Bank lending.

EMPHASIS ON NONFORMAL AND ADULT EDUCATION

Roy Prosser noted that the 1979 Education Sector policy paper reinforced the new direction and emphases of the 1974 report. In particular it flagged the importance of nonformal and adult education within the context of three major priorities:

- basic education for all, with concern for equity and efficiency in education systems;
- improving effective planning procedures and management preparation;
- improved evaluation and feedback in education policies and programs.

Increasing activity in these less well charted fields means that the Bank will be seeking greater collaboration with organizations and agencies with expertise and experience in them and for collaborative efforts and joint ventures with governments and the Bank, especially in those first-phase projects where fine-tuning to local needs and experimental flexibility are prerequisites for success. It also means a greater dovetailing of educational research and evaluation with project development and building on newer trends in technical assistance such as cross-fertilizing between personnel from Third World countries.

CENTRALITY OF ADULT EDUCATION

Mr. Prosser closed by reviewing the prospects and opportunities for developing nonformal and adult education and training and the implications to be drawn for those charged with country-based planning and program management and with international assistance to fulfill the potential of these fields.

He stressed that nonformal and adult educators were now firmly in the center of the world development stage, perhaps for the first time. This was due to the inadequacies of previous strategies, the chronically serious resource plight of many Third World countries, coupled with aid donors' and governments' realization that urgent and direct attention had to be paid to the needs of the poor. Serious questions were being asked of them and rapid answers are required to such questions as:

- What cheaper and alternative ways exist, or can be tried, to universalize basic education?
- How can we get at the poorest groups?
- What is the most effective way of spreading health- and agriculturally-related learning?
- What can be done for unemployed youths and adults to improve their learning capacity?

Mr. Prosser pointed out that it was not clear, however, that adult educators, in spite of their singular experience, were equipped yet to provide answers.

In referring to the implications of the new and pivotal centrality of adult education, Mr. Prosser stressed the need for adult educators to move confidently into the mainstream of the world development debate. He urged them to make themselves heard as a body and, in particular, to address themselves to financial managers, economists and planners and to find ways to facilitate a merging of their ranks with workers in these 'common cause' disciplines and functions.

He emphasized, finally, the need to review systematically research requirements in their field, and especially to elicit the lessons from the existing substantial body of experience as they relate to the critical issues in economic and social development, to the alleviation of mass poverty, to improved family life, and to meeting basic needs.

Relevant texts, available from Information Division, World Bank, 1818 H Street NW, Washington DC 20433, USA

- Address to the Board of Governors, Robert S. McNamara, President, World Bank Group. Nairobi, September 24, 1973.
- Address to Board of Governors (as above), Washington DC, September 30,1974.
- Education Sector Policy Paper, 1974.
- Education Sector Policy Paper, 1979.

B. World Health Organization

Like World Bank, the World Health Organization (WHO) is in a period of transition regarding policies and priorites. The significant changes and their consequences were described by Dr. Socrates Litsios, Program Area Leader--Primary Health Care and Rural Development, Division of Strengthening of Health Services.

Some six years ago, the WHO Executive Board undertook a study on 'methods of promoting the development of basic health services' in which it concluded:

> ... in many countries, the health services are not keeping pace with the changing populations either in quantity or quality. It is likely that they are getting worse... The Board considers that we are on the edge of a major crisis which we must face at once as it could result in a reaction which could be both destructive and costly.

The results of this study led to an intensive review within WHO of policies and programs with the aim of developing approaches that could answer the challenges of the Board's study. The review presented the Organization with certain policy questions:

- To what extent should WHO focus on reform of the total health system or on the adjusting of existing health services to be directed to the poor as part of anti-poverty policies?
- Would the Organization support, tacitly or openly, a dual health system: a separate one for the poor and the existing one for others?
- With whom should WHO work nationally--ministries of health as in the past or take an interministerial approach?
- Would the Organization concentrate on technical in-the-field projects (training of health workers, water, nutrition, etc.) or would it move towards health development undertaken as a national strategy?

In the light of such basic alternatives, WHO's main decision was to opt for total health reform and coverage as against a dual system; to push for intersectoral relationships that include planners and high-level decision-makers; to encourage political commitment by governments to a long-term health strategy.

HEALTH FOR ALL: THE SPIRIT OF SOCIAL JUSTICE

In 1975, the World Health Assembly adopted a resolution supporting the approach of Primary Health Care as the means for meeting the priority health development needs of under-served populations. In 1976, the Assembly adopted development needs of under-served populations. In 1976, The Assebmly adopted a resolution identifying *'Health For All By the Year 2000'* as the main social target for the coming decades. In 1978, in the Declaration of Alma Ata, Primary Health Care is identified as 'the key to attaining this target as part of development in the spirit of social justice.'

The International Conference on Primary Health Care[1], which issued the Alma Ata Declaration, also called for the mobilization of governments and nongovernmental organizations to engage in a total planning strategy to increase coverage and equity. To reach such a goal, intersectoral collaboration was inevitable, requiring constant sensitivity to needs and resources outside and inside the formerly almost isolated health sector.

The consequences of this shift in orientation have been several. Technical staff must be reoriented from an emphasis on specifics such as disease control and technical field projects reoriented to a focus on community-wide participation in preventative actions and changed from limited medical responsibilities to the inclusion of non-professional health personnel. The new goal forced attention on national and local responsibilities and called for new staff abilities and for fresh collaboration on assessment of needs and resources.

'Health For All' has created the need for different kinds and sources of political commitment, particularly for national governments, and the accompanying realization that not very much is known about how such commitment can be operationalized in program development.

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1. Alma Ata 1978: Primary Health Care. Report of the International Conference on Primary Health Care, is available free of charge from Public Information Section of WHO, 1211 Geneva 27, Switzerland, and of UNICEF, UN Plaza, New York, N.Y. 10017, USA.

Those at WHO associated with Primary Health Care must spend more time on examining new strategies and give more thought to what kind of critical mass campaign is necessary in a country in order to move to *'Health For All.'* The need for reflection and long-term planning is matched by pressure on WHO to respond to donor agencies which tend to work on shorter and more specific projects, such as training.

DIALOGUE FOR ACTION: THE ROLE OF ADULT EDUCATION

The preference within the organization is for questions about strategy and program to arise from national and regional sources so that there is opportunity for flexible dialogue for action.

Within the dialogue is the role of adult education on a national, regional and international basis. For health strategies, countries need the support of nongovernmental organizations of the kind that are accustomed to more community and participatory methods. For example, it is agreed that Primary Health Care is a strategy--but how is this accomplished at the national level? The infrastructure of adult education, with its broad scope and coverage--from mobilizing public opinion to working with health training--can be of immense assistance.

As WHO has discovered, the role of an international donor agency has shifted. Some time ago there was, for example, a cry for 'extra-budgetary resources.' This way of looking at international assistance has now come in for severe questioning. The major tasks facing nations and regions deal now with how to set priorities and to make collaborative choices among alternatives.

The strategy most demanded is to provide for community-wide planning before agencies begin to act, and to secure the involvement of all concerned, particularly in the early stages of planning. Such involvement goes beyond governmental lines and involves nongovernmental organizations as well.

C. COMMONWEALTH SECRETARIAT

Ammu Kirshnaswamy, Education Officer, reported on the development co-operation work of the Commonwealth Secretariat, established in 1965 as the main agency for multilateral communication among some 40 sovereign states that comprise the voluntary association of the Commonwealth of Nations. Its members are nations formerly under British rule. Also taking part are associated self-governing states and dependencies.

The Secretariat, headquartered in London, England, has a staff of 370 and an annual budget of some 8 million pounds. Administering a fund to increase interchange between organizations in professional fields is the Commonwealth Foundation, an autonomous trust. Endorsing the development role of the Secretariat is the Commonwealth Fund for Technical Cooperation which assists developing countries to use the resources available in other member countries in support of their national development plans, including education and training programs.

COOPERATION FOR DEVELOPMENT

A major emphasis for the Secretariat is cooperation for development since most members are developing countries that include some of the world's poorest nations. To these Commonwealth countries goes over 70% of economic aid from Britain, Canada, Australia and New Zealand.

Main areas of the Secretariat's operation are its divisions of Economic Affairs; Education; Food Production and Rural Development; International Affairs; Legal; Medical and Science; Youth. The Secretariat organizes meetings and conferences of Ministers and others and is responsible for putting into effect decisions for collective action.

The long history of educational cooperation has been formalized in the triennial Commonwealth Education Conferences, of which the eighth takes place in 1980. Specific concerns for the broad field of adult education dates back to the 1970 Conference on Education in Rural Areas and the 1972 Regional Seminar on Adult Education. In addition, there have been conferences on urgent issues in education: Management of Education (1974); Economics of Education (1977); and Non-Formal Education and Development (1979).

EMPHASIS ON NON-FORMAL EDUCATION

The Conference on Non-Formal Education and Development,[1] held in New Delhi in early 1979, provided a particular focus on and recommendations for, a strategy for integrating education more closely with development and a new international awareness of the vast potential for overall development that non-formal education constitutes.

The Conference recommended increased inter- and intra-ministerial cooperation and coordination of government and nongoverment agencies through formation of national councils on non-formal education. Proposed is a Commonwealth Educational Research Association and a Research Centre for non-Formal Education to link research, training and materials development.

It also recommended that existing regional and international non-governmental organizations devoted to non-formal education (e.g. the International Council for Adult Education, Asian-South Pacific Bureau of Adult Education, African Adult Education Association) be consulted, used and supported by governments.

Of specific concern to the Secretariat's Education Division is the implementation of recommendations concerning increased emphasis on non-formal education for women and girls. As the Conference Report states, 'the role of women in development is undervalued, poorly developed and constrained by a variety of social and economic factors.'

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1. Mobilizing Human Resources: Report of the Commonwealth Conference on Non-Formal Education for Development, 1979, 94pp, £2.00.

   Participation, Learning and Change: Commonwealth Approaches to Non-Formal Education, edited by Paul Fordham, 1979, 300 pp. £5.00.

   Both publications are available from: Publications Section, Commonwealth Secretariat, Malrborough House, London SW1Y 5HX.

7. NATIONAL AID AGENCIES

A. SWEDISH INTERNATIONAL DEVELOPMENT AUTHORITY

*Information and discussion about the Swedish International Development Authority (SIDA) was contributed by Olle Österling, Chief of the Education Division, and Signe Dreijer, Progam Director, Education Division. Further information sources are noted below.**

For the first time (fiscal year 1979/80), Swedish development cooperation aid amounts to one million US dollars and represents a fraction more than one per cent of the country's Gross National Product (GNP). There are two channels for overall Swedish aid: agreements with governments made through the Ministry of Foreign Affairs, which represent 40% of aid funds; and activities in program countries for which SIDA acts as the executive arm of the government and which represents 60% of the country's contribution to international development.

POLICY AND PROGRAMMING

The cornerstone of SIDA assistance policy has been to promote justice and equity in the world community. Policy over the past few years has de-emphasized the earlier strong advocacy of economic interpretations related to a country's GNP. Policy now centres on ways to:

- promote economic and social justice, equity in access to social resources, and self-reliance;
- improving the living conditions of the poorest strata of the population;
- encourage democratic development of society;
- support liberation movements and struggles for independence as based on recommendations by the United Nations.

The major part of bilateral assistance is concentrated on some 20 "program countries" which represent the poorest or most seriously affected

* Report from SIDA, 1979, and Sweden's Policy for International Development Cooperation (Fiscal Year 1979/80). Both available from: Information Division, SIDA, S-105 25 Stockholm.

nations. The relationship with bilateral partners is based on a system of "country programming" under which each country is asked to make a request for the use of a given financial frame, usually up to five years. The choice of the program is decided upon by governments, since respect for sovereignty is a basic principle. Thus, Sweden does not initiate programs; request for technical aid or other forms of assistance must come from governments. The trend is toward fewer projects and more programs so that support is directed towards total sectors of society, rather than to specific parts.

Educational assistance is extended by SIDA either as subject-oriented needs or as special programs. In the latter group, programs are favoured that have innovative promise or that serve as experiments to pave the way for the widening of cooperation and the opening of possibilities for supplementary assistance. Swedish history shows a long-standing interest in and attention to nonformal education. Thus it was natural that aid to Tanzania, for example, took the form of assistance in plans for nonformal education institutions that reflect the pattern of study circles and folk highschools.

"Special program" assistance is a means whereby aid to program countries is supplemented by special activities or programs within specific sectors; these activities are usually directed towards a wider range of countries. They are carried out by SIDA in cooperation with Swedish and international organizations and institutions. Efforts are made to concentrate the special programs to such development sectors and fields as population, health and nutrition, education, agriculture, water provision, cooperatives and trade unions, and participation of women in development.

Since SIDA works through governments it can only support international non-governmental organizations through Swedish non-governmental organizations with international concerns who make a request to SIDA on behalf of international NGOs. The Swedish NGOs represent people-based movements such as trade unions, cooperatives, adult education organizations.

EVALUATION AND REVIEW

Sweden's policy of non-intervention in program decisions of governments has not always had the effect of meeting SIDA's aims, since social change has not automatically been the result. In the future, Sweden could decide to take a more active role in examining and deciding on programs and in assisting in their design.

There are relatively reliable evaluation methods for short projects but evaluation becomes more difficult for long-term programs that aim at social change. What is called for is ongoing and built-in joint evaluation, periodic reviews, and annual sectoral assessments of change. The real advantage of such evaluation is that it becomes part of the dialogue between donors and recipients and forces both to work as partners on the same level--each learning from the other--to arrive at healthy and workable compromises.

SIDA APPROACHES TO DEVELOPMENT

In relation to the issues of the Seminar, Olle Österling shared his personal views on SIDA approaches to development, in the following commentary.

- Swedish assistance is integrated into the recipient country's own planning and administration through the method of country programming. This means there is less danger of channelling resources to isolated projects that might become 'white elephants'. It does not mean laissez-faire. Through SIDA, Sweden still shares with recipient countries the responsibility of ensuring that certain vital factors for the development process are duly taken into account when assistance programs are planned, implemented, and continuously evaluated.

- These factors, for example, are to reduce rural-urban disparities, to promote women's rights, to change educational systems instead of merely expanding them by linear extension of the status quo, which has so often been the deplorable and only effect of previous school reform.

- SIDA tries to meet this obligation and to take its share of the responsibility by means of a continuing dialogue. The kind of dialogue and the extent to which it can be carried through on equal terms is a much more tricky question when it concerns adult education than when it concerns other areas of cooperation and joint efforts where the ideological and cultural imbeddings are less pronounced.

- The question about dialogue can only be dealt with by examining some of its framework factors. First, dialogue is not merely a method; it is a way of meeting other people, and this requires, as a condition, mutual understanding and confidence. It is a process that takes considerable time. You cannot come to a developing country on a two-week mission and "start" a dialogue, nor can you get much out of other jet-set approaches to the problem. What is needed is a stable, long-term relationship where barriers between donor and recipient, between expert and counter-expert, have faded away.

- One of the prerequisites for a true dialogue is to refuse to select nonformal education in place of formal education. SIDA has made this choice. There is a tendency now to painstakingly elaborate upon the differences between the two concepts with the result that the overlapping parts are more or less neglected. The terms do not denote the same kind of type of activities, but the differences are often ones of degree.

- Formal education, for example, often has much more formalistic entrance requirements, more detailed syllabi, more fixed timetables, and more institutionalized examination systems. But when it comes to more general characteristics and more important steering agents, formal and nonformal education are and should be highly overlapping. Both are geared toward preparing for a more efficient working life and for a richer community life; both have individual development and self-realization as their ultimate objectives.

- The differences between formal and nonformal education are less important than certain common problems in society; this argument is based on the following points:

  - There is widespread dissatisfaction with existing forms of formal education, such as primary schooling. Not surprisingly, the notion of alternative forms of education of a 'non-school' nature has attracted considerable attention.

  - The notion of alternative forms of education derives its strength not only from economic considerations but also, and often to a much larger extent, from the ambition to provide greater equity for underprivileged groups.

  - The risk, however, is that a nonformal system is built up parallel to the formal system and without any bridges between the two. A nonformal education program can emerge without anyone being aware of what can happen: that those who are unfortunate or not privileged enough to gain access to the more prestigious credentials of the formal system will have only a limited number of educational choices and will remain in a closed educational area.

The search for an answer to the dilemma does not lie in the elimination of either formal or nonformal education but rather in the direction of patient efforts to develop in-between and integrated forms of educational programs that combine and maximize the strengths of both formal and nonformal types of education. The key question then, is: what do such in-between and combined forms of education look like?

B. Danish International Development Agency

A representative from the Danish International Development Agency (DANIDA) was unable to be present and the Seminar received a statement on the Agency's views and contributions to adult education in international development.*

DANIDA is highly positive toward the role of adult education in international development. In many countries--including the main recipient nations of Kenya, Tanzania, India, and Bangladesh--DANIDA is involved in various forms of vocational training for adults. These include handicraft schools in Kenya, training of leatherworkers in India, ceramic craftsmen in Bangladesh, and mechanics in Mozambique. In both vocational and general education assistance, the basic principle is that the scope and character of the assistance depends upon requests from the government of a developing country.

Support of general adult education is rather limited at present. In Tanzania, DANIDA has supported for some years the development of rural libraries which are closely tied to literacy and general adult education. Assessment is underway of possibilities to increase this library support and to further coordinate such efforts.

Among the experts that DANIDA makes available as well are those sent abroad by the International Alliance for Peace and Freedom including a considerable number of teachers, many of whom have been active in adult education in Denmark.

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* For further information: DANIDA, Asiatisk Plads 2, DK 1448 Copenhagen

The general criteria for official development aid activities is that the project be of sufficiently high quality to contribute to the efforts of the recipient country to attain ecomomic growth and thus help to secure its social progress and political independence.

The more specific conditions concerning selection of country and sector is that the project be geared toward alleviation of the problems of the poorer population groups. Also, the project should fall preferably within one or more of the following sectors: rural development; development of smallscale industries; educational sector; health sector.

The same criteria apply to the granting of funds to projects of non-governmental organizations. The general rule is that grants are extended only through existing Danish member organizations. Only in exceptional cases does DANIDA fund international non-governmental organizations directly; for example, if the organization is of considerable size and well-known. As a rule, funds are granted to specific projects.

ADULT EDUCATION SUPPORT IN SWAZILAND

As a case study of DANIDA support, the Seminar received a description of the Swaziland Educational Centre (SIEC). Organized in 1972, the Centre so far has received a total of 11 million DK (approximately US$2.2 million). In April, 1978, the Centre was transferred to the Government of Swaziland and is being integrated within the national educational system. During the transition, four Danish experts are consultants to the project.

As a centre for the continuing education of adults, SIEC has two main program sections:

1) The Correspondence Courses Department which, at the beginning of 1979, had 2,500 students. The courses are supported by radio programs and supplemented by shorter residential courses for adults preparing as candidates for the Junior Certificate Examination and the Cambridge O-level General Certificate. A correspondence course in the national language, SiSwati, is being developed.

   The school offers continuing education opportunities to large groups of adults who have been left educationally disadvantaged and whom the regular school system has not been able to help. Most students are adults in employment with family responsibilities.

2) The Vocational Training Department, added in 1976, offers a one-year residential course in carpentry to prepare 20 students for employment in the furniture industry. There are plans to set up this handicraft school separately from the correspondence school and to broaden the program to include other handicraft workers.

C. The British Council

Donald Clarke, Adult Education Adviser, Schools and Further Education Department, reported on the present and proposed programs of The British Council that relate to development and educational exchange.

The principal aim of The British Council is to foster educational, scientific and cultural relations with other countries. It was founded in 1934 and received a Royal Charter in 1940 which charged it with the promotion of a wider knowledge of Britain and the English language abroad, and the development of closer cultural relations with countries overseas.

The Council's work covers the arts, education, science, technology and other kinds of social and intellectual activity. In the developing world this is reflected in a close involvement in educational aid and development. Overall, its main concern is with education and English as a second or foreign language. It has a network of overseas representations covering 78 countries. Its representatives overseas normally act as education advisers to British Embassies and High Commissions, and they have executive functions on behalf of the Ministry of Overseas Development (ODM) for educational aid.

The Council also administers ODM's Technical Assistance Training and Commonwealth Education programs.

The main efforts in education-related assistance take the form of short study grants for British professional to go overseas and to attend overseas meetings and conferences. Annually it administers some 30,000 individual programs for visitors to Britain. In addition to the extensive English-language teaching program, The Council administers, on behalf of ODM, schools for library development and presentations of books and periodicals to educational institutions overseas.

Machinery for linkages, such as with overseas universities, serves to widen its international program. There are indications now that The Council will move more and more towards educational programs that involve increased participation from recipient countries and that have a particular reference to the field of non-formal education.

D. CANADIAN INTERNATIONAL DEVELOPMENT AGENCY

A brief overview was provided of current programs of the Canadian International Development Agency (CIDA) by J. R. Kidd, an Officer of the International Council for Adult Education (ICAE).*

Canadian official development assistance to developing countries in 1978-79 rose by 10% over the previous fiscal year to $1.16 billion, approximately just over .5% of Gross National Product. The emphasis is on providing aid to the poorest people in the poorest countries as well as forms of co-operation to emerging middle-income countries that are making progress in the transition to modern societies.

The Agency operates through three main divisions: Bilateral, Multilateral, and Special Programs.

- Bilateral (government-to-government) assistance accounts for the largest share of the total budget. Aid to Asia, Francophone Africa, Commonwealth Africa, Commonwealth Caribbean, and Latin America is related to project assistance, food aid, commodity aid, and lines of credit.

- Multilateral assistance supports about 65 organizations such as UN agencies, international development research institutions, the World Bank and regional development banks.

- Special Programs include the domestic Non-Governmental Organizations Division (NGO) set up in 1967 (Canada's Centennial Year) to strengthen the work of over 200 private, voluntary NGOs and to provide matching contributions from public funds.

  The smaller but important International Non-Governmental Organizations Division was created in 1974 to complement other programs by channelling assistance to the Third World through internationally constituted and managed NGOs. Through this program, for example, CIDA has assisted

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* The CIDA Annual Report for 1978-79 is available from the Public Affairs Division, 200 Promenade du Portage, Hull, Quebec, Canada K1A 0G4.

directly the International Council for Adult Education through grants totalling approximately $750,000 for the development and capacity-building of regional organizations and programs and trading of adult educators.

Canadian and international NGOs received $70.79 million in support from CIDA and provincial governments. The remaining funds (about $44 million) were used to support the International Development Research Centre, and for emergency relief, scholarship programs and miscellaneous programs.

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